DOCUMENT RESUME

ED 036 622 VT 009 908

TITLE A TIME TO ACT. FINAL REPORT.
INSTITUTION JOINT COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING, WASHINGTON, D.C.
PUB DATE OCT 69
NOTE 99P.
AVAILABLE FROM JOINT COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING, INC., 1522 K STREET, N.W., WASHINGTON, D.C. 20005 ($2.25)

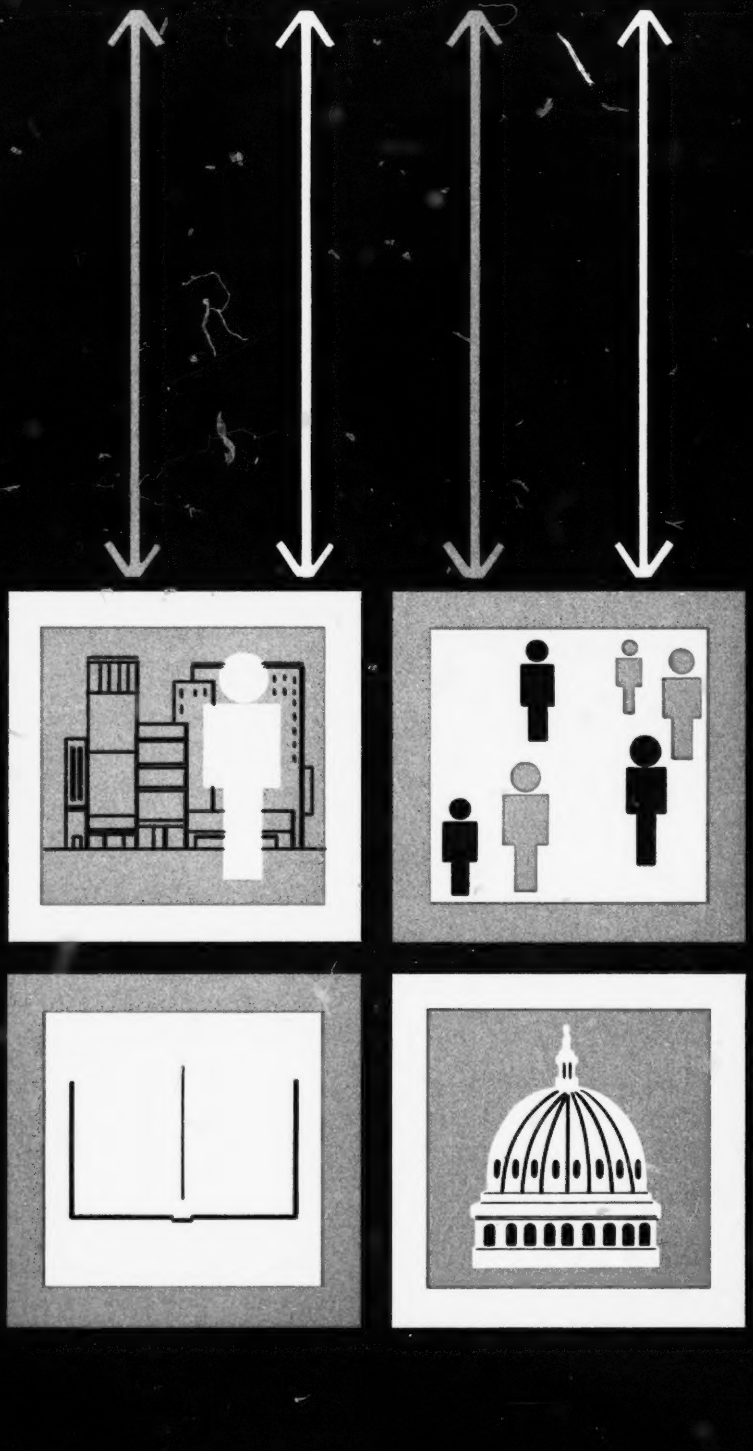
EDRS PRICE EDRS PRICE MF-$0.50 HC-$5.05
DESCRIPTORS *ADMINISTRATIVE POLICY, COMMUNITY ACTION, *CORRECTIVE INSTITUTIONS, *EMPLOYEES, EVALUATION, MANPOWER DEVELOPMENT, *MANPOWER UTILIZATION, RESOURCES, STANDARDS, STATISTICAL DATA, TABLES (DATA), *TRAINING
IDENTIFIERS *COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING

ABSTRACT

TO DETERMINE THE MANPOWER, EDUCATION, AND TRAINING RESOURCES REQUIRED TO INCREASE THE EFFECTIVENESS OF CORRECTIONAL EMPLOYEES, A JOINT COMMISSION SURVEYED EVERY ADULT AND JUVENILE FEDERAL AND STATE CORRECTIONAL INSTITUTION AND ALL STATE-LEVEL PROBATION AND PAROLE AGENCIES IN THE COUNTRY. THREE NATIONAL OPINION SURVEYS WERE ALSO CONDUCTED. THE FINDINGS OF THE JOINT COMMISSION WERE THAT CORRECTIONS SUFFERED FROM APATHY, PIECEMEAL PROGRAMING, INADEQUATE FUNDING, AND LACK OF PUBLIC SUPPORT AND UNDERSTANDING. STAFF TRAINING PROGRAMS WERE FOUND TO BE PRACTICALLY NON-EXISTENT. THE SURVEY ESTIMATED THAT OVER 111,000 PERSONS WERE EMPLOYED IN THE COUNTRY'S CORRECTIONAL INSTITUTIONS AND AGENCIES (EXCLUDING JAILS) AND 68 PERCENT OF THESE WERE EMPLOYED BY INSTITUTIONS. THESE PEOPLE ADMINISTER PROGRAMS TO AN ESTIMATED 1,115,000 ADULT AND JUVENILE OFFENDERS OPERATING WITH AN ANNUAL BUDGET EXCEEDING ONE BILLION DOLLARS. RECOMMENDATIONS ARE GIVEN FOR RECRUITMENT, TRAINING, AND INSERVICE DEVELOPMENT OF CORRECTIONAL EMPLOYEES. NUMEROUS CHARTS AND TABLES ARE INCLUDED IN THE REPORT. (BC)

ED0 36622

a time to ACT



Final Report of

JOINT COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING

VT009909

JOINT COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING, INC.
1522 K Street, N.W., Washington, D.C. 20005 202/223-2450

OFFICERS
James V. Bennett, President
E. B. Whitten, Vice-President
E. Preston Sharp, Secretary-Treasurer

GENERAL COUNSEL
Warren Magee

OFFICERS OF THE MEMBERSHIP
Ellis C. MacDougall, Chairman
Charles L. Newman, Secretary

MEMBER ORGANIZATIONS
National and International Organizations
Adult Education Association of the U.S.A.
American Association of Colleges for Teacher Education
American Association of Correctional Psychologists
American Association of Junior Colleges
American Association of University Women
American Bar Association
American Bar Foundation
American Correctional Association
American Correctional Chaplains' Association
American Council on Education
American Federation of Labor and Congress of Industrial Organizations
American Judicature Society
American Legion
American Medical Association
American Nurses' Association, Inc.
American Orthopsychiatric Association
American Personnel and Guidance Association
American Psychiatric Association
American Psychological Association
American Public Welfare Association
American Society of Criminology
American Society for Public Administration
American Sociological Association
Association of American Law Schools
Association of Paroling Authorities
Association of State Correctional Administrators
Child Welfare League of America, Inc.
Correctional Education Association
Correctional Industries Association
Correctional Service Federation, U.S.A.
Council on Cooperative College Projects
Council on Social Work Education
Council of State Governments
Family Service Association of America
Federal Probation Officers Association
International Association of Chiefs of Police, Inc.
International City Managers' Association
Motion Picture Association of America, Inc.
Medical Correctional Association
National Assembly for Social Policy and Development, Inc.
National Association for Better Radio and Television
National Association of Broadcasters
National Association of Chaplains for Youth Rehabilitation
National Association of Counties
National Association of Manufacturers
National Association for Mental Health, Inc.
National Association of Social Workers, Inc.
National Association of State Budget Officers
National Association of State Universities and Land-Grant Colleges
National Association of Training Schools and Juvenile Agencies
National Conference of Catholic Charities
National Conference of Public Youth Agencies
National Conference of State Trial Judges
National Conference of Superintendents of Correctional Institutions for Girls and Women
National Conference of Superintendents of Training Schools and Reformatories
National Congress of Colored Parents and Teachers
National Congress of Parents and Teachers
National Council of the Churches of Christ in the U.S.A.
National Council on Crime and Delinquency
National Council of Juvenile Court Judges
National Council of Women of the United States, Inc.
National Education Association
National Jail Association, Inc.
National League of Cities
National Legal Aid and Defender Association
National Recreation and Park Association
National Rehabilitation Association
National Sheriffs' Association
National Urban League, Inc.
North American Judges Association
Osborne Association, Inc.
Parole and Probation Compact Administrators Association
Professional Council of the National Council on Crime and Delinquency
Public Personnel Association
Salvation Army
Society for the Study of Social Problems
Synagogue Council of America
United States Conference of Mayors
United States Jaycees
Veterans of Foreign Wars
Volunteers of America
Wardens' Association of America
Women's Correctional Association
Regional Organizations
New England Board of Higher Education
Southern Regional Education Board
Western Interstate Commission for Higher Education
Federal Agencies
Civil Service Commission
Department of Defense
Department of Health, Education, and Welfare
  Children's Bureau
  National Institute of Mental Health
  Office of Education
  Public Health Service
Department of Labor
Office of Economic Opportunity

BOARD OF DIRECTORS
Milton G. Rector, Chairman
Peter P. Lejins, Vice-Chairman
James V. Bennett
Daniel Blain
Charles B. Brink
Raymond Feldman
Dale Harris
Elmer H. Johnson
Richard A. McGee
Russell G. Oswald
Arnulf M. Pins
Walter C. Reckless
Howard P. Rome
Mrs. Thomas Scales
Clyde E. Sullivan
Randolph E. Wise
Luther Youngdahl

To the President, the Congress, the Secretary of Health,
Education, and Welfare, and the Governors:

"A Time To Act" was chosen as the title for this, the final report of the Joint Commission on Correctional Manpower and Training, because no other phrase suits so well the critical manpower situation confronting our correctional institutions and our probation and parole systems. Money, better pension systems, and more generous fringe benefits will help immensely, but at bottom it is punitive attitudes that must be changed, indifference surmounted, and an awareness of opportunities for service created. These are essential if we are to reduce the growing burden of crime generated in part by outmoded and undermanned institutions and overworked probation and parole officers.

Therefore, and in compliance with the Correctional Rehabilitation Study Act of 1965, we submit our final report. While this report summarizes the Joint Commission's findings and makes specific recommendations, the fourteen supporting documents should be reviewed for substantive content and documentation.

Under the sponsorship of its 95 member organizations, the Joint Commission has conducted the most comprehensive analysis ever undertaken of the education, training, and manpower utilization needs of the nation's correctional agencies. Its far-reaching studies have touched almost every correctional agency in the country, a large number of educational institutions, and a national sample of the general public.

This report is of special significance to four publics—the corrections community; the educational community; federal, state and local legislative bodies; and the public at large. It is our hope that these publics will merge their concerns about crime and its reduction by creating and supporting imaginative manpower development programs for corrections. Many of the recommendations will require new federal and state legislation to ensure their full implementation. Others demand changes in attitudes, policies and practices on the part of correctional agencies, higher education, private industry and the public. The Joint Commission, through its member organizations will continue to press for action, test innovative ideas, and foster remedial legislation.

We are grateful to all those who cooperated with us and made this report possible, our dedicated staff, the ever-helpful officials of the Department of Health, Education, and Welfare, our generous supporters in the Congress, and those private organizations and individuals who made financial contributions.

Respectfully submitted,

James V Bennett

James V. Bennett
President

Milton G. Rector
Chairman

October, 1969

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

ED036622

Introduction

This report is about people. It is about a dedicated, though largely unnoticed group of people who are struggling with limited support and inadequate resources to protect society, to rehabilitate offenders, and to seek solutions to those underlying social conditions which produce and perpetuate criminal and delinquent behavior in this country.

This report is about correctional employees. It is concerned primarily with the manpower, education, and training resources required to increase the effectiveness of these employees.

It is addressed not only to correctional workers but to the people in this country who through support and understanding can greatly enhance the effectiveness of the nation's correctional agencies. It is addressed to the highest executive offices in the federal government and to the Congress, to colleges and universities, and to state capitols, county court houses, and city halls across the nation. Finally, it is addressed to the general public and the professional, civic, and business groups which make up our organized society.

This report is addressed to *all* of these people because only with their help can we bring about a more effective correctional system in this country and reduce the incidence of crime and delinquency by restoring thousands of persons each year to productive lives.

To the average citizen, crime has become the number one domestic topic of conversation. It has become virtually impossible to attend a dinner party or a public meeting or even to engage in casual conversation with a relative stranger without hearing that "our streets are not safe," "our parks are not safe," and "our homes are not safe."

Because too many crimes are committed by people who have already been through some part of the correctional process, much of the blame for rising crime rates is being focused on corrections. While many things are wrong with the country's correctional enterprise, what is often overlooked is that many of its shortcomings are the result of conditions and events over which present correctional personnel have little or no control.

JCCMT

Table of Contents

Introduction 1

The Joint Commission Studies 3
- Methods Used 3
- Background of the Studies 6
- Questions Basic to the Study 6
- The Broad Conclusions 7
- Pervasive Problems 9
- Need for More Improvement 9
- Fostering Cooperative Relationships . . . 9

Correctional Employees Today 11
- Recruitment and Retention Factors . . . 12
- Educational Preparation 21

Resources and Standards 24
- Educational Resources 24
- Educational Standards 26
- Workload Standards 30
- Federal Financial Resources for Education . . 31

Use of Special Manpower Groups 33
- Specialized Manpower 33
- Researchers 36
- Volunteers 39
- Offenders 43

Personnel Development 46
- Developing Correctional Administrators . . 46
- Staff Development 51

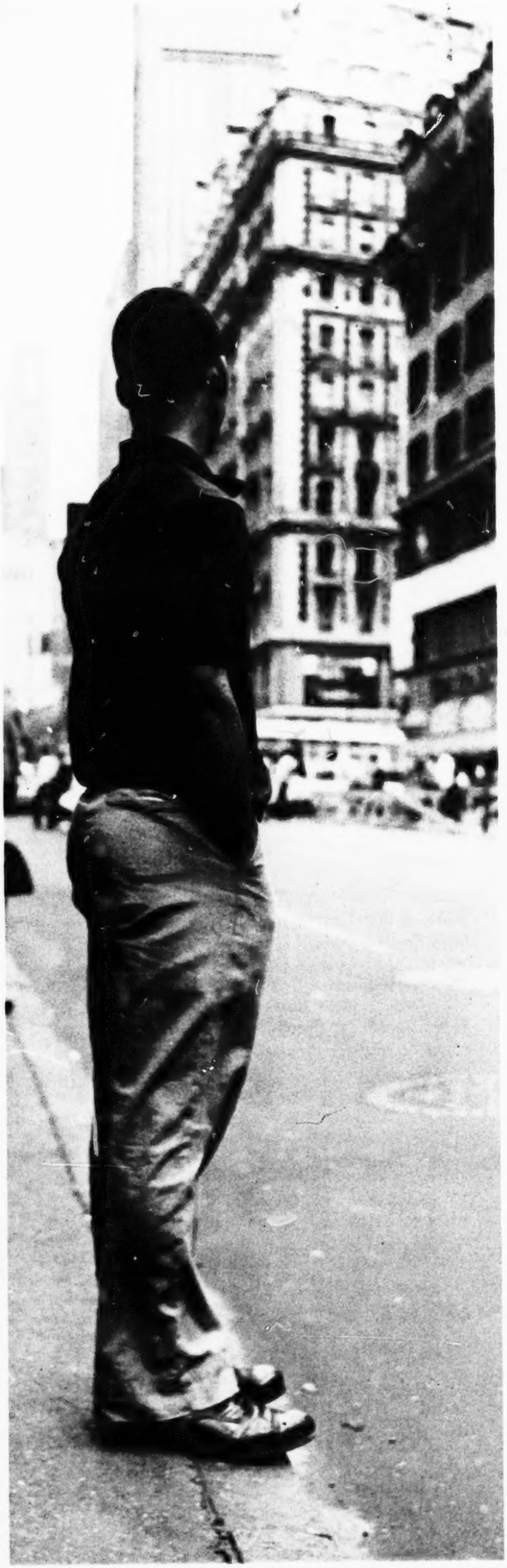
A Look Ahead 55
- Offenders Today and Tomorrow 55
- Meeting Major Needs of Offenders 57
- Legal Considerations 59
- Private Industry as a Resource 61
- Public Attitudes and Expectations 62

Corrections and the Community 68

Action—A Shared Responsibility 71
- Strengthened National Leadership 71
- Role of State and Local Governments . . . 72
- An Expanded Federal Role 73
- Correctional Manpower Development Act Urged 73
- Role of Private Groups 75

Summary of the Recommendations 76

Appendix
- I Definitions of Personnel Categories . . 81
- II Correctional Rehabilitation Study Act of 1965 82
- III Biographical Sketches 84
- IV Representatives of Participating Organizations 88
- V Consultants and Advisors 91
- VI Sources of Private Financial Support . . 96



Corrections today is characterized by an overlapping of jurisdictions, a diversity of philosophies, and a hodge-podge of organizational structures which have little contact with one another. It has grown piecemeal—sometimes out of expedience, sometimes of necessity. Seldom has growth been based on systematic planning. Lacking consistent guidelines and the means to test program effectiveness, legislators continue to pass laws, executives mandate policies, and both cause large sums of money to be spent on ineffective corrective methods.

The public and their legislators must understand that there can be no solution to the problem of recidivism as long as harsh laws, huge isolated prisons, token program resources, and discriminatory practices which deprive offenders of employment, education, and other opportunities are tolerated. They also must expect that as long as there is a predominance of low-paid, dead-end jobs in corrections, the field will continue to be burdened with a poor performance record.

To be concerned about the incidence of crime is not enough. Its effective control must increasingly become a matter of active interest to broader segments of society. Little will be accomplished by increasing agency budgets and staffs without simultaneously providing the means for changing community attitudes toward offenders. The whole community and its social institutions must become involved in reshaping correctional rehabilitative methods.

The field of corrections has been neglected far too long. The consequences of this neglect weigh heavily upon an already burdened society. Only through a clear presentation of facts to those in society who have the power to demand and to create change can any headway be made in reducing the social and economic costs of crime.

In the last analysis, however, those about whom this report is written—and those to whom it is addressed—*have to care.*

The Joint Commission Studies

The Joint Commission has completed three years of intensive research and study of correctional employees and their working conditions, sources of manpower for the field, and public attitudes and perceptions with regard to crime and corrections. Extensive national surveys were conducted to gather basic data about correctional agencies and their employees; study seminars were sponsored to explore basic problems and issues of primary importance to this field; and consultants' papers and special research projects were commissioned to provide detailed analyses of areas of critical concern. Dozens of site visits to correctional agencies and to colleges and universities supplemented the research activities.

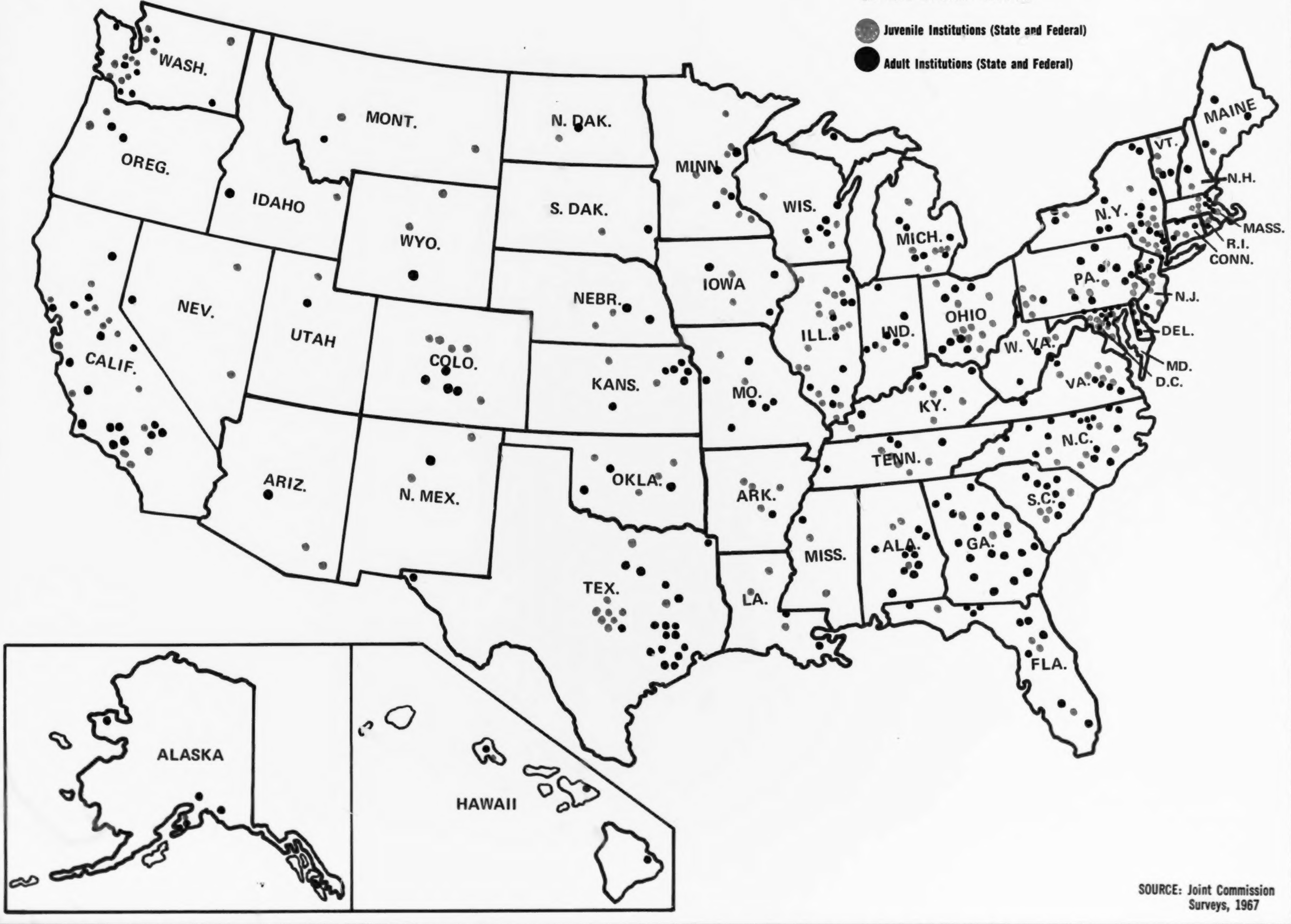
METHODS USED

This wide-ranging study has resulted in the compilation of the most comprehensive set of facts ever assembled on correctional manpower. The Joint Commission surveyed every adult and juvenile federal and state correctional institution and every state-level probation and parole agency in the country. A national sample of local-level probation was selected and studied to gather information about this tremendously diverse, but exceedingly important, mixture of agencies and jurisdictional structures. (Time and staff limitations prevented study of the estimated 3,800 jails in the country). Surveys of academic programs were conducted also with colleges and universities throughout the United States.

Three national opinion surveys were conducted for the Joint Commission by the opinion research firm of Louis Harris and Associates. These were: (1) a poll of public opinion about crime, corrections, and the administration of justice; (2) a study of attitudes of correctional employees toward their work; and (3) a survey of a sample of volunteers working in correctional settings.

More than 200 consultants and advisors assisted the Joint Commission staff in analyzing, interpreting, and reporting on the quantitative and qualitative materials emanating from these studies. Staff, consultants, and advisors are listed at the end of this report, as are the publications resulting from their work.

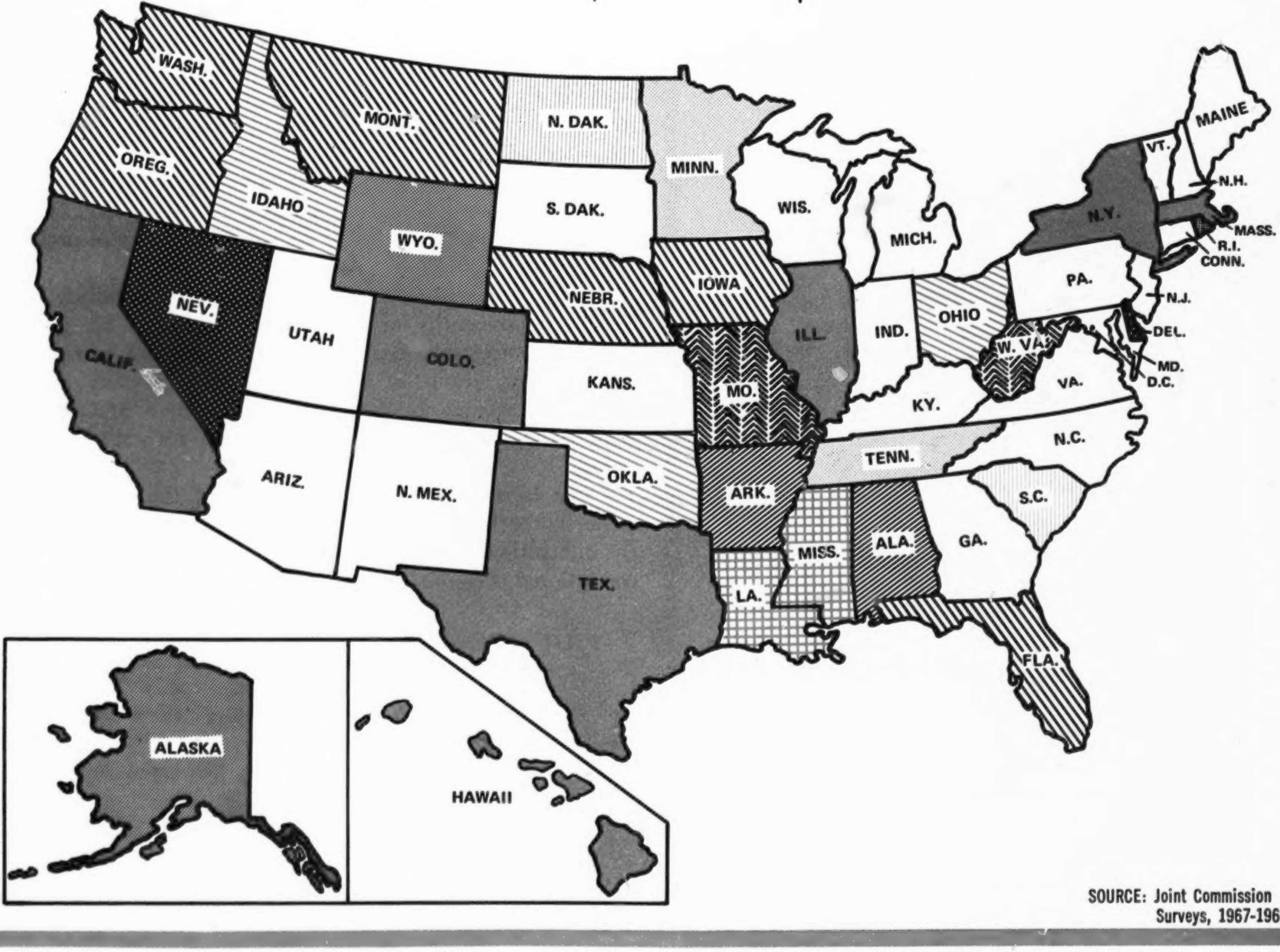
LOCATIONS OF STATE AND FEDERAL INSTITUTIONS IN THE UNITED STATES


● Juvenile Institutions (State and Federal)
● Adult Institutions (State and Federal)
WASH.
OREG.
CALIF.
NEV.
IDAHO
MONT.
WYO.
UTAH
ARIZ.
COLO.
N. MEX.
N. DAK.
S. DAK.
NEBR.
KANS.
OKLA.
TEX.
MINN.
IOWA
MO.
ARK.
LA.
WIS.
ILL.
MICH.
IND.
OHIO
KY.
TENN.
MISS.
ALA.
GA.
FLA.
S.C.
N.C.
VA.
W. VA.
PA.
N.Y.
VT.
N.H.
MAINE
MASS.
R.I.
CONN.
N.J.
DEL.
MD.
D.C.
ALASKA
HAWAII

SOURCE: Joint Commission Surveys, 1967

ORGANIZATIONAL PATTERNS FOR PROBATION AND PAROLE SERVICES IN THE U.S.

		STATE AGENCIES	WELFARE AGENCIES	LOCAL AGENCIES
7 states	▓	Adult Parole Juvenile Parole		Adult/Juvenile Probation
6 states	▧	Adult Probation/Parole Juvenile Parole		Adult/Juvenile Probation
3 states	▨	Adult Probation/Parole Juvenile Probation/Parole		Adult/Juvenile Probation
3 states	▒	Adult/Juvenile Probation/Parole		
2 states	░	Adult/Juvenile Probation/Parole		Adult/Juvenile Probation
2 states	▤	Adult Probation/Parole	Juvenile Probation/Parole	Juvenile Probation
2 states	■	Adult Probation/Parole Juvenile Parole (Institutional)		Juvenile Probation
2 states	▥	Adult Probation/Parole Juvenile Parole (Institutional)	Juvenile Probation	Juvenile Probation
2 states	▦	Adult Probation/Parole	Juvenile Probation/Parole	Adult/Juvenile Probation
2 states	▣	Adult Probation/Parole Juvenile Parole	Juvenile Probation	Adult/Juvenile Probation
20 states	□	Systems unlike any of the above and unlike each other.		


WASH.
MONT.
N. DAK.
MINN.
MAINE
VT.
N.H.
OREG.
IDAHO
WYO.
S. DAK.
WIS.
MICH.
N.Y.
MASS.
R.I.
CONN.
NEV.
UTAH
NEBR.
IOWA
ILL.
IND.
OHIO
PA.
N.J.
DEL.
CALIF.
COLO.
KANS.
MO.
KY.
W. VA.
VA.
MD.
D.C.
N.C.
TENN.
ARIZ.
N. MEX.
OKLA.
ARK.
S.C.
MISS.
ALA.
GA.
TEX.
LA.
FLA.
ALASKA
HAWAII

SOURCE: Joint Commission Surveys, 1967-1968

BACKGROUND OF THE STUDIES

Correctional personnel work today toward differing ends in widely differing settings and under a variety of auspices. The American public has never quite made up its mind as to whether it is more important to punish offenders, to protect society by locking them up or keeping them under close supervision, or to try to change them into useful citizens. There is little argument that the dangerous offender must be kept under control, both as immediate protection to society and as a deterrent to future crime. But, since almost all offenders must legally be returned to the community some day, the public is coming to see the necessity for rehabilitating them and equipping them to become productive parts of the community. Otherwise, as is far too often the case today, they are likely to return to crime and eventually to the correctional system. Reintegration of the offender into society is therefore seen by correctional personnel as one of their major objectives.

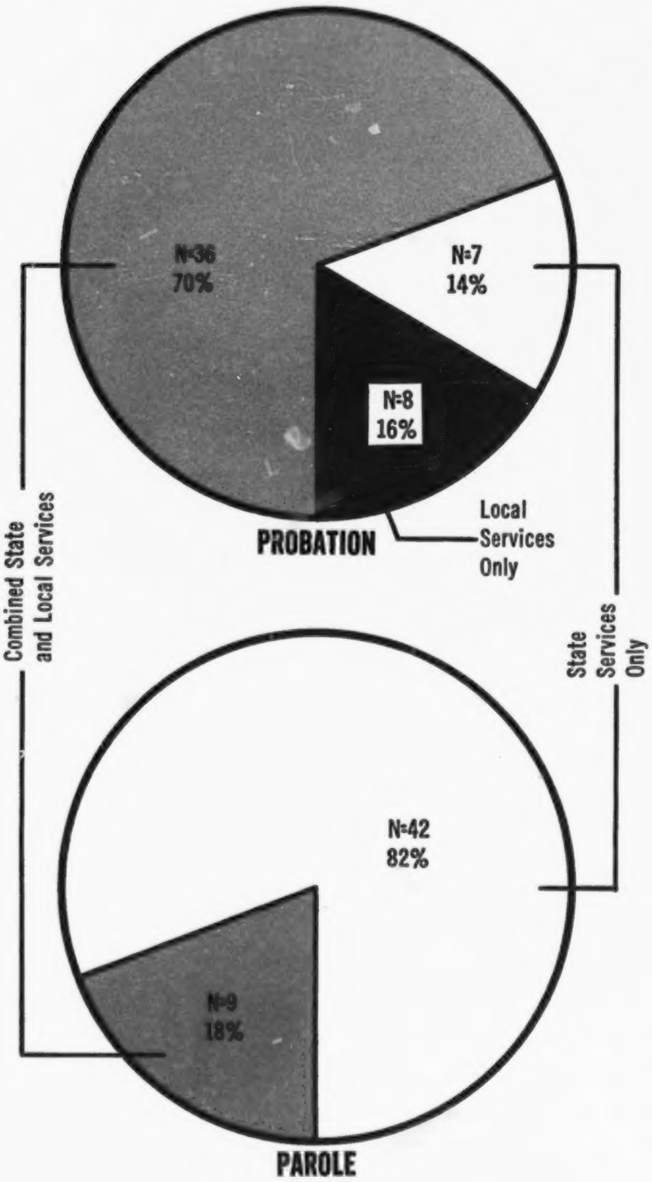
Correctional programs are carried on in institutions and in the community. Community-based programs include probation and parole.

Most levels of government in the United States operate some or all of these programs. The federal government has institutions, probation, and parole programs for offenders convicted of violations of federal law. States, however, are the major employers in the correctional field, operating institutions, parole systems, and probation agencies. Local governments, however, administer the preponderance of probation services.

There are also variations in the public agency which has general responsibility for correctional programs at any given level. Authority may be vested in a department of corrections, of institutions, of public safety, or of welfare, or in some other agency. Several agencies at the same level of government may operate different parts of the correctional program.

These facts illustrate the complexity of the correctional scene in the United States today. They show too some of the difficulties faced by the Joint Commission in its study of correctional personnel.

GOVERNMENTAL LEVEL OF PROBATION AND PAROLE SERVICES
(Total Includes the 50 states and District of Columbia)



SOURCE: Joint Commission Surveys, 1968

QUESTIONS BASIC TO THE STUDIES

Early in its work the Joint Commission determined that answers must be sought to the following questions about correctional manpower and training:

- Are our educational institutions providing enough graduates to meet the present and projected manpower needs of the correctional field? Is their training adequate?

- Do correctional agencies provide sufficient opportunities for the professional and personal growth of their personnel?
- Do correctional agencies provide sufficient opportunities for the professional and personal growth of their personnel?
- Does society allocate enough financial and other resources to correctional personnel to provide them with the requisite tools for the rehabilitation of offenders?
- Do present organizational structures and personnel policies and practices enhance or inhibit rehabilitative programs?
- Are highly trained specialists, who are in short supply everywhere, being utilized effectively by correctional agencies?
- What kind of public image does the field of corrections enjoy?
- Does this image facilitate or hinder efforts to recruit manpower for employment in corrections?
- What effects do public expectations and attitudes have on corrections' ability to mediate with the power centers that influence agency budgets and major program decisions?
- What is the general state of morale among correctional personnel throughout the country?

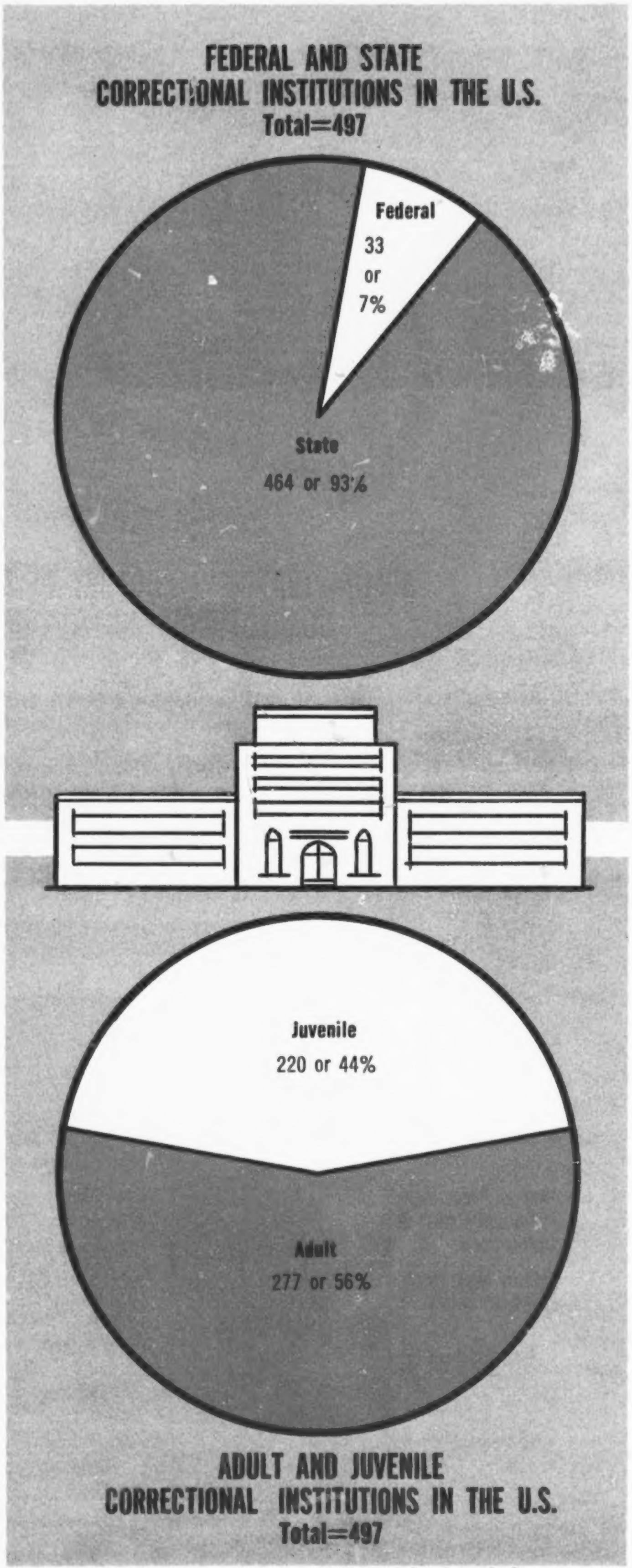
Specific research projects were designed to secure answers to these questions.

THE BROAD CONCLUSIONS

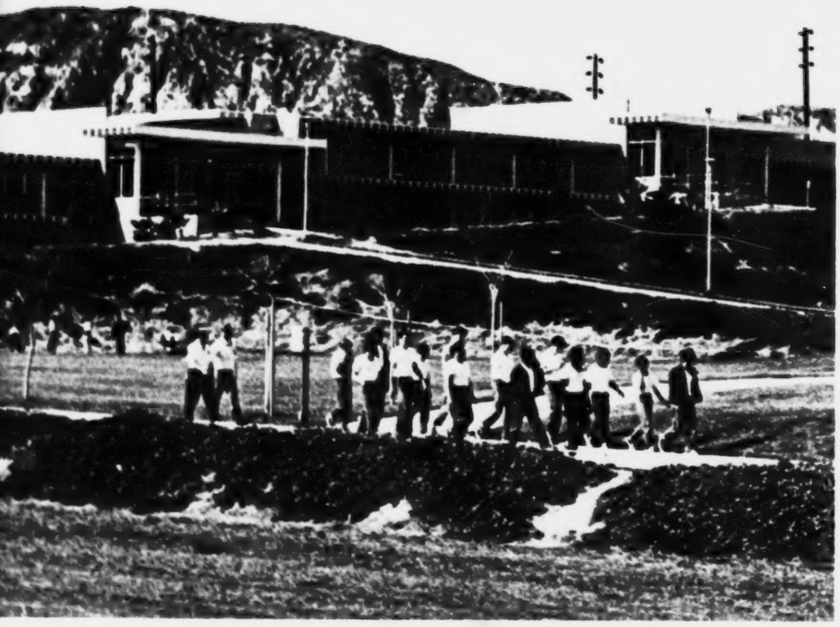
An unavoidable conclusion of the Joint Commission's studies is that corrections suffers from multiple problems: apathy, piecemeal programming, totally inadequate funding, and a lack of public support and understanding. A dearth of resources is hampering the development of its programs and its personnel. Staff training programs are nearly nonexistent.

Corrections is clearly a stepchild in the academic world. Adequate numbers of appropriately trained personnel do not flow from classrooms into correctional agencies. While some promising academic programs are currently operating and others are in various stages of development, they have enjoyed little or no outside financial or administrative support. Thus they have not been able to operate on a scale large enough to be of any great benefit to the field.

The correctional enterprise must immediately be accorded support commensurate with the magnitude of the tasks to which it has been assigned. Otherwise, society may



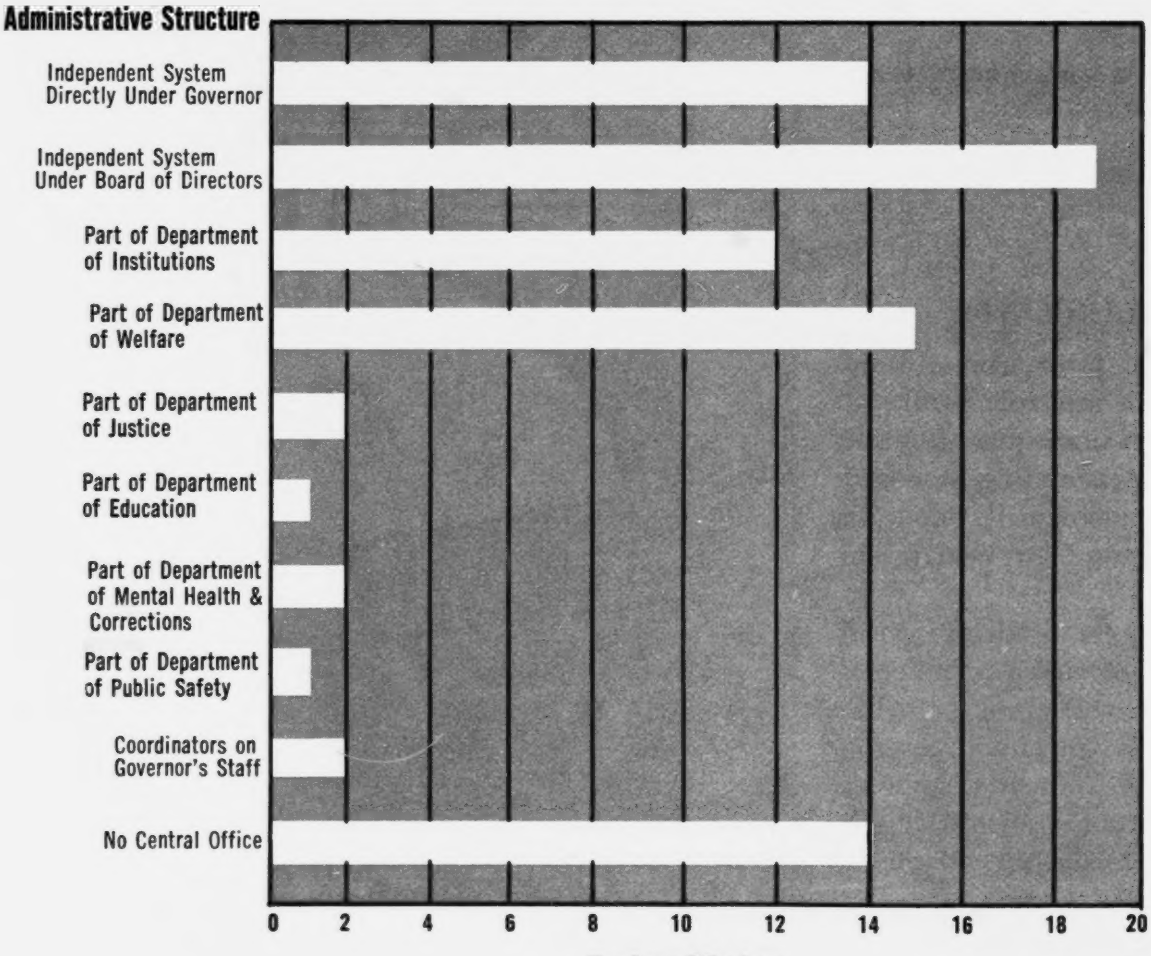
SOURCE: Joint Commission Surveys, 1967



have to pay an even greater price in terms of social and economic costs for keeping its offenders out of sight and out of mind.

The major problems facing corrections today have been caused to a large extent by complacency and ignorance about the volatile nature of social problems left unattended for far too long. Although some progress has been made over the years to arouse public interest, to improve salaries and working conditions, and to remove corrections from the shadow of political patronage, not nearly enough has been accomplished. Results have been tragically short of the pressing needs.

ADMINISTRATIVE STRUCTURE OF FEDERAL AND STATE CORRECTIONAL INSTITUTIONAL SYSTEMS



SOURCE: Joint Commission Surveys, 1967

PERVASIVE PROBLEMS

There are still far too many employees in institutions, probation departments, and parole agencies who are there not because they were educated and trained for particular jobs but because their appointments satisfied political needs.

There are still far too many correctional workers who look for other kinds of jobs to satisfy economic and personal needs because they cannot earn a decent living in corrections.

There are still too few educational resources devoted specifically to teaching and training persons working in or desiring to enter the field of corrections.

There is still too little cohesion among correctional workers themselves—cohesion which could weld them into an effective force for advancing their programs and promoting corrections as a unified field of work.

There is still insufficient federal financial support available to state and local correctional agencies, despite enactment in 1968 of two major crime and delinquency laws aimed at strengthening state and local criminal justice systems.

NEED FOR MORE INVOLVEMENT

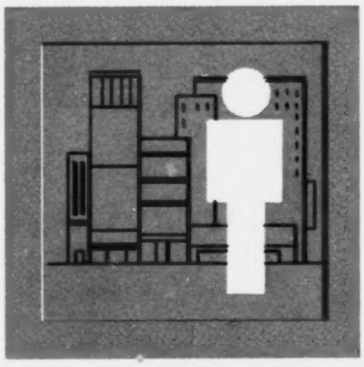
The remainder of this report highlights the results of the Joint Commission's research and study as they document its recommendations. It stresses the need for greater involvement by the general public, higher education, legislative bodies, governors, and others in the executive and judicial branches of federal, state, and local governments who by virtue of position and power can significantly alter corrections' position on the nation's agenda of social concerns.

The report sees manpower development programs for the correctional field as being of primary importance in the upgrading of correctional services. Specific recommendations which the Joint Commission believes merit immediate attention are set forth throughout the report. Many more suggestions for improvement are presented in the 14 supporting documents of the Joint Commission. The reader is also referred to those publications for more extensive documentation and discussion than can be presented in this report.

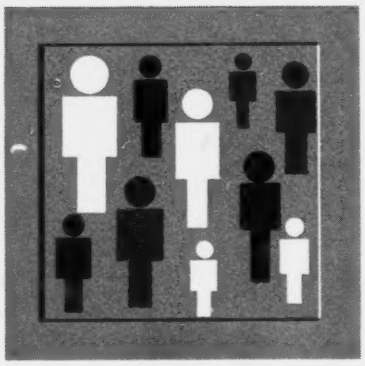
FOSTERING COOPERATIVE RELATIONSHIPS

To understand the problems, responsibilities, and aspirations of correctional workers, it is essential to look at the total system in which they work.

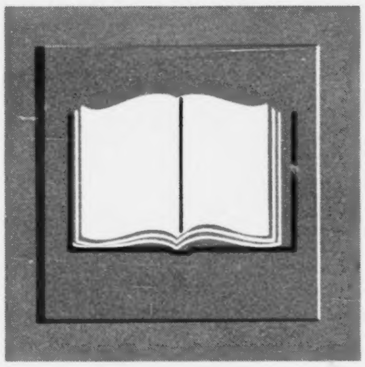
All correctional activities fall within the framework of the administration of criminal justice. Yet the criminal justice



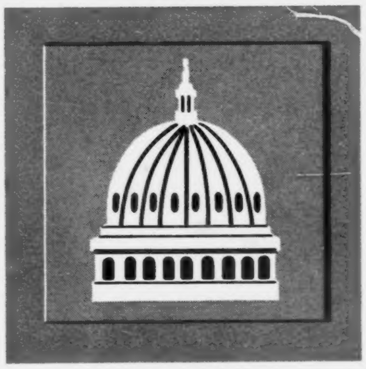
CORRECTIONS



PUBLIC



EDUCATORS



LEGISLATORS

system itself is not an easily discernible unit with clearly interrelated parts. It is a complicated system, with elements differentially responsive to political, professional, and vested-interest considerations. While mutual interests and responsibilities call for cooperation among all sectors of the system—police, prosecutors, courts, and corrections—there still remains a great discrepancy between what ought to be and what is.

As long as these conditions prevail, everyone loses. The offender is not handled consistently, workers become frustrated by the relative lack of effectiveness, and the public receives less than its rightful return on funds allocated for the administration of justice and the rehabilitation of offenders.

Since corrections is directly concerned with the reintegration of offenders into the community, it must exercise a leadership role in the development of a more rational and coordinated criminal justice system. Offenders are not likely to be helped significantly until there is a greater degree of consensus among all of the agencies comprising the criminal justice system. Today, the actions of one too often negate those of another.

RECOMMENDATION:

Correctional administrators must take the initiative at federal, state, and local levels to ensure a greater degree of coordination and cooperation among the police, prosecutors, courts, and correctional agencies. In addition to informal working relationships, participation of representatives from all sectors of the criminal justice system in conferences, workshops, and training seminars must be encouraged at all levels of government.

Correctional Employees Today

The Joint Commission's surveys found over 111,000 persons employed in the country's correctional institutions and agencies, excluding jails. The many small local probation services not reached by the surveys may well employ another 2,000 persons.

Of the 111,000 employees identified by the surveys:

68 percent are employed in institutions.
30 percent work in probation, parole and juvenile detention programs.
2 percent are assigned to federal and state central offices.

On any given day these employees as a group are responsible for over 1,115,000 adult and juvenile offenders. The annual operating budget for the nation's correctional enterprise is in excess of a billion dollars.

The bulk of correctional personnel (73 percent) are employed by states. Local governments employ 20 percent; the federal government, 7 percent.

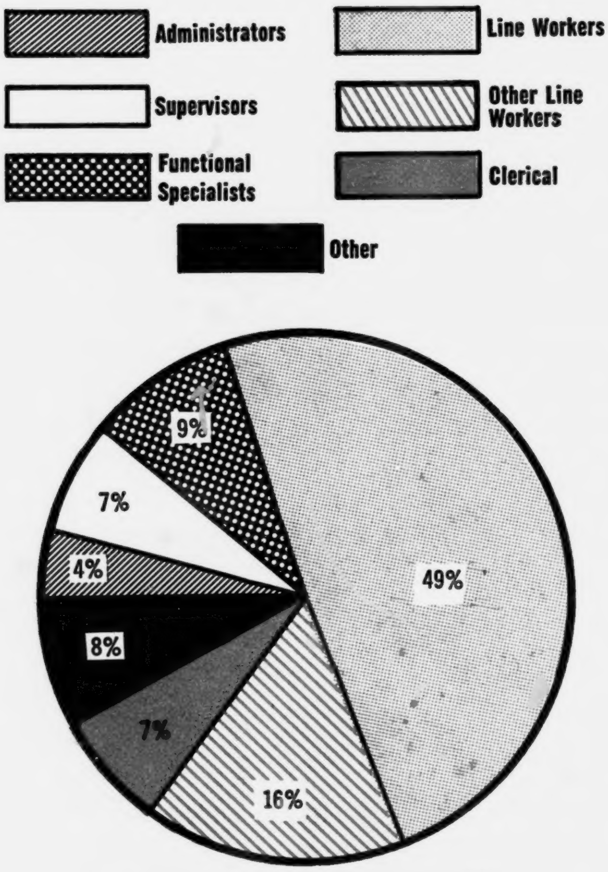
DISTRIBUTION OF CORRECTIONAL PERSONNEL*

By Setting	N	%
Central Offices	2,158	2
Institutions	75,265	68
Probation/Parole	26,530	23
Juvenile Detention	7,395	7
Total	111,348	100%

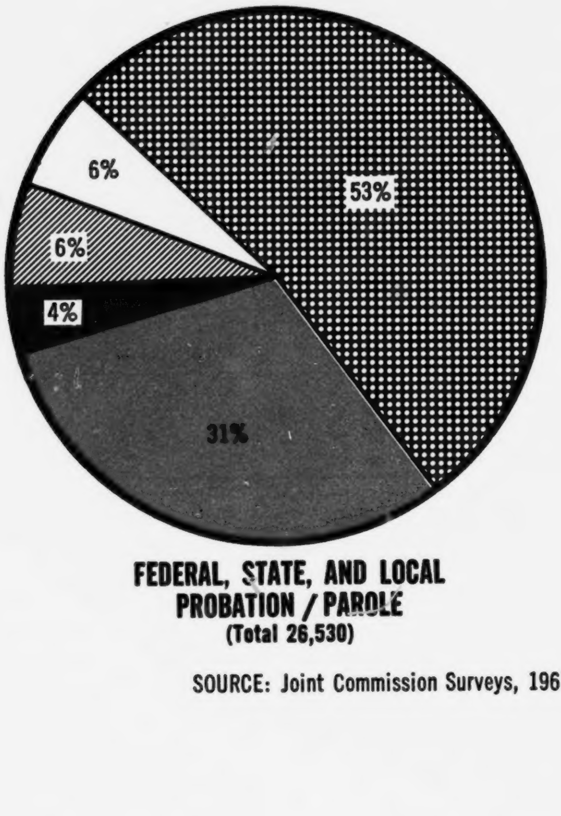
By Jurisdiction	N	%
Federal	7,390	7
State	81,770	73
Local	22,188	20
Total	111,348	100%

* The figures shown have been extrapolated from Joint Commission surveys conducted during 1967-1968. The actual total could be as much as 3,000 more.

DISTRIBUTION OF CORRECTIONAL PERSONNEL
By Function and Setting



FEDERAL AND STATE INSTITUTIONS
(Total 75,265)



FEDERAL, STATE, AND LOCAL PROBATION / PAROLE
(Total 26,530)

SOURCE: Joint Commission Surveys, 1967-1968

Of the total number of employees:

- 83 percent are male and 12 percent female.
- 13 percent are 29 years of age or less; 13 percent, 30 to 34 years; 44 percent, 35 to 49 years; and 30 percent, 50 years and older. The median age is 42.8 years.
- 87 percent are white; 8 percent, Negro; 4 percent, Mexican-American; and less than 1 percent, American Indian, Puerto Rican, or Oriental.
- 20 percent have been employed in corrections for three years or less.
- 33 percent, 4 to 10 years; 16 percent, 11 to 15 years; and 31 percent, 16 years or more. Median length of employment in corrections is 8.8 years.

RECRUITMENT AND RETENTION FACTORS

Recruitment of correctional personnel is ordinarily carried out in an uncoordinated and haphazard manner. Most applicants seem to be of the drop-in, write-in, or referred-by variety. Correctional agencies seldom seek applicants actively, and there is no one established mode of entry into the correctional system.

Most Recent Previous Employment

A Joint Commission study revealed that persons now employed in corrections entered it from a wide variety of previous employment or status:

25 percent—state or local government
23 percent—industry or business
16 percent—student status
11 percent—military status
9 percent—educational institutions
5 percent—federal government
5 percent—self-employment
4 percent—nonprofit organizations
1 percent—employment in other capacities
1 percent—unemployment

The fact that only 16 percent of those now employed in corrections came directly from classrooms underscores the need for evolving mechanisms for joining the world of education with that of corrections in order to provide a constant flow of young and enthusiastic manpower into the field.

The finding that nearly half of those working in correctional agencies today were 30 years of age or older when they entered the field is further evidence of the lack of well-formulated recruitment policies.

Recruitment and Retention Problems Widespread

In juvenile institutions, more than 65 percent of top-level administrators reported serious problems in recruiting treatment-training personnel (e.g., counselors, teachers, social workers, psychologists, psychiatrists, classification officers), and more than 50 percent reported problems in recruiting custodial or child-care personnel.

Among adult institutions, more than 60 percent of the administrators indicated difficulty in recruiting treatment-training staff, while 53 percent had trouble in recruiting line correctional officers.

The annual turnover of treatment-training staff was 13 percent for adult institutions and 17 percent for juvenile institutions. The turnover for line workers was 18 percent in adult institutions and 26 percent in juvenile institutions.

Of 94 state-level probation and/or parole agencies queried, 49 percent reported difficulty in recruiting probation and parole officers and 25 percent reported difficulty in recruiting management and supervisory personnel. Only 20 percent reported no recruitment difficulties at all.

Forty-eight percent of this same group reported problems in retaining probation/parole officers and 15 percent reported problems in retaining management/supervisory personnel. Only 26 percent reported no difficulty with staff retention.

RECOMMENDATION:

A comprehensive nationwide recruitment program using brochures, television, magazines, and other mass media should be developed immediately. A major public information program is required to change the present low image of corrections as a career choice. The national program should be supplemented at state and local levels by tours, job fairs, campus recruitment, and other kinds of person-to-person contacts.

Young People Missing

Young people are missing from the correctional employment scene. While other vocations have tried to capture the enthusiasm and vitality of the present generation of students, the Joint Commission was unable to discover any such broadscale effort in corrections. Only 26 percent of all correctional employees are under 34 years of age, a statistic that is particularly disconcerting in view of the fact that juveniles make up about one-third of the total correctional workload and are being referred to correctional agencies at a greater rate than adults. Generation-gap problems between workers and young correctional clients will no doubt increase if efforts are not made to recruit young people into the field.

PROFILE OF ADMINISTRATORS

(Based on National Sample)

ADULT

INSTITUTION	FIELD
100% are white	**95%** are white
95% are male	**98%** are male
3% are under 30	**2%** are under 30
50% are over 50	**44%** are over 50
4% have 3 years experience or less in corrections	**2%** have 3 years experience or less in corrections
77% have over 10 years experience in corrections	**82%** have over 10 years experience in corrections

JUVENILE

INSTITUTION	FIELD
86% are white	**97%** are white
84% are male	**90%** are male
4% are under 30	**4%** are under 30
37% are over 50	**37%** are over 50
15% have 3 years experience or less in corrections	**5%** have 3 years experience or less in corrections
58% have over 10 years experience in corrections	**66%** have over 10 years experience in corrections

SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

PROFILE OF FIRST LINE SUPERVISORS

(Based on National Sample)

ADULT

INSTITUTION	FIELD
99% are white	**94%** are white
96% are male	**88%** are male
3% are under 30	**2%** are under 30
42% are over 50	**29%** are over 50
5% have 3 years experience or less in corrections	**3%** have 3 years experience or less in corrections
61% have over 10 years experience in corrections	**68%** have over 10 years experience in corrections

JUVENILE

INSTITUTION	FIELD
72% are white	**88%** are white
69% are male	**74%** are male
11% are under 30	**7%** are under 30
27% are over 50	**20%** are over 50
24% have 3 years experience or less in corrections	**5%** have 3 years experience or less in corrections
38% have over 10 years experience in corrections	**44%** have over 10 years experience in corrections

SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

RECOMMENDATION:

In order to attract younger persons to the correctional field a concerted effort should be made to encourage high school, junior college, and college counselors to channel students into correctional careers. Summer work-study programs, which place students in correctional agencies to test career decisions and thereby promote recruitment of young people, should be expanded.

Minority Groups Underrepresented

Minority group members are being aggressively recruited and trained for responsible jobs in other sectors of the American economy. But if there are such efforts in corrections, they have had little impact on the overall situation. While Negroes make up 12 percent of the total population, only 8 percent of correctional employees are black. Negroes are conspicuously absent from administrative and supervisory ranks, and they form only 3 percent of all top- and middle-level administrators.

RECOMMENDATION:

Correctional agencies at all levels of government should intensify efforts to recruit more Negroes, Mexican-Americans, and Other minority group members into correctional work. Training programs should be developed to ensure that they have opportunities for career advancement in the field.

New Roles for Women

Female employees fare no better. While females make up 40 percent of the adult labor force, they account for only 12 percent of the correctional working force. They too are relatively absent from administrative ranks. Only 5 percent of top- and middle-management positions in corrections are filled by females. Correctional tasks need to be reassessed so that females are not needlessly excluded from meaningful work roles.

RECOMMENDATION:

Opportunities for women should be expanded. Work roles should be reassessed to determine the maximum feasible utilization of females.

Employee Satisfaction

As a group, correctional workers are relatively satisfied with their jobs. In a national survey sponsored by the Joint Commission slightly more than six in ten indicated that they are "almost always satisfied with their job." Administrators, as might be expected, expressed the greatest satisfaction. Unfortunately, line workers (the people who are most in contact with offenders) expresssed the least amount of job satisfaction.

Correctional personnel are most strongly motivated by the opportunity to work with and to help people. They emphasize the pleasure of "seeing results and watching the improvement" of those for whom they are responsible. The work is viewed by the majority of correctional employees as being "interesting" and affording a "satisfying feeling of accomplishment."

RECOMMENDATION:

Recruitment programs for careers in corrections should capitalize on such findings by stressing the feelings of satisfaction and service to society which are possible in correctional work.

Sources of Employee Dissatisfaction

While generally positive about their jobs, correctional employees point out a significant number of causes for dissatisfaction. The most commonly expressed grievance is that there is "too much work." Excessive caseloads and general working conditions contribute to a feeling of "too much to do and too little time to do it." There is considerable concern over the inadequacies of the correctional system—that is, a keen awareness that the system fails for far too many offenders.

Significant numbers of correctional employees see disorganization and lack of communication within and between agencies as detracting from job satisfaction. Lack of facilities and materials, low pay, lack of sufficient staff and financial resources, and too much agency-created red tape are frequently mentioned.

Half of all correctional employees feel they do not have much freedom in doing their jobs. In a national climate of increasing concern with self-determination, it is imperative for corrections to open up its internal operations and provide freedom of operation for its employees, thus paving the way for more active and meaningful achievement of their goals.

RECOMMENDATION:

Patterns of supervision and administrative control must be constantly reexamined to guard against overly restrictive supervision of employees. To a great extent the ability of corrections to attract and keep competent personnel will depend upon the employee's perception of his potential for self-fulfillment.

RECOMMENDATION:

Correctional agencies, especially those in the community, should adopt more flexible work schedules in order to utilize better their manpower and facilities. A rigid nine-to-five office schedule is a needless contraint on personnel time. Greater latitude in scheduling such things as conferences, contacts, home visits, and report writing can also result in a more meaningful level of service to offenders and the community.

PROFILE OF FUNCTIONAL SPECIALISTS

(Based on National Sample)

ADULT

INSTITUTION	FIELD
91% are white	**85%** are white
94% are male	**89%** are male
18% are under 30	**23%** are under 30
30% are over 50	**20%** are over 50
40% have 3 years experience or less in corrections	**32%** have 3 years experience or less in corrections
22% have over 10 years experience in corrections	**27%** have over 10 years experience in corrections

JUVENILE

INSTITUTION	FIELD
75% are white	**79%** are white
62% are male	**69%** are male
27% are under 30	**40%** are under 30
21% are over 50	**14%** are over 50
46% have 3 years experience or less in corrections	**42%** have 3 years experience or less in corrections
19% have over 10 years experience in corrections	**18%** have over 10 years experience in corrections

SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

PROFILE OF LINE WORKERS

(Based on National Sample)

INSTITUTION

ADULT	JUVENILE
95% are white	**74%** are white
95% are male	**57%** are male
12% are under 30	**12%** are under 30
26% are over 50	**25%** are over 50
29% have 3 years experience or less in corrections	**30%** have 3 years experience or less in corrections
36% have over 10 years experience in corrections	**30%** have over 10 years experience in corrections

SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

Mobility Discouraged

The fact that a majority of correctional employees express an intention of making a career of correctional work must be viewed with caution. Whether a man feels he is likely to make a career of his present occupation depends in part on his length of service; the longer a person has been in correctional work, the more likely he is to report an intention to remain in the field.

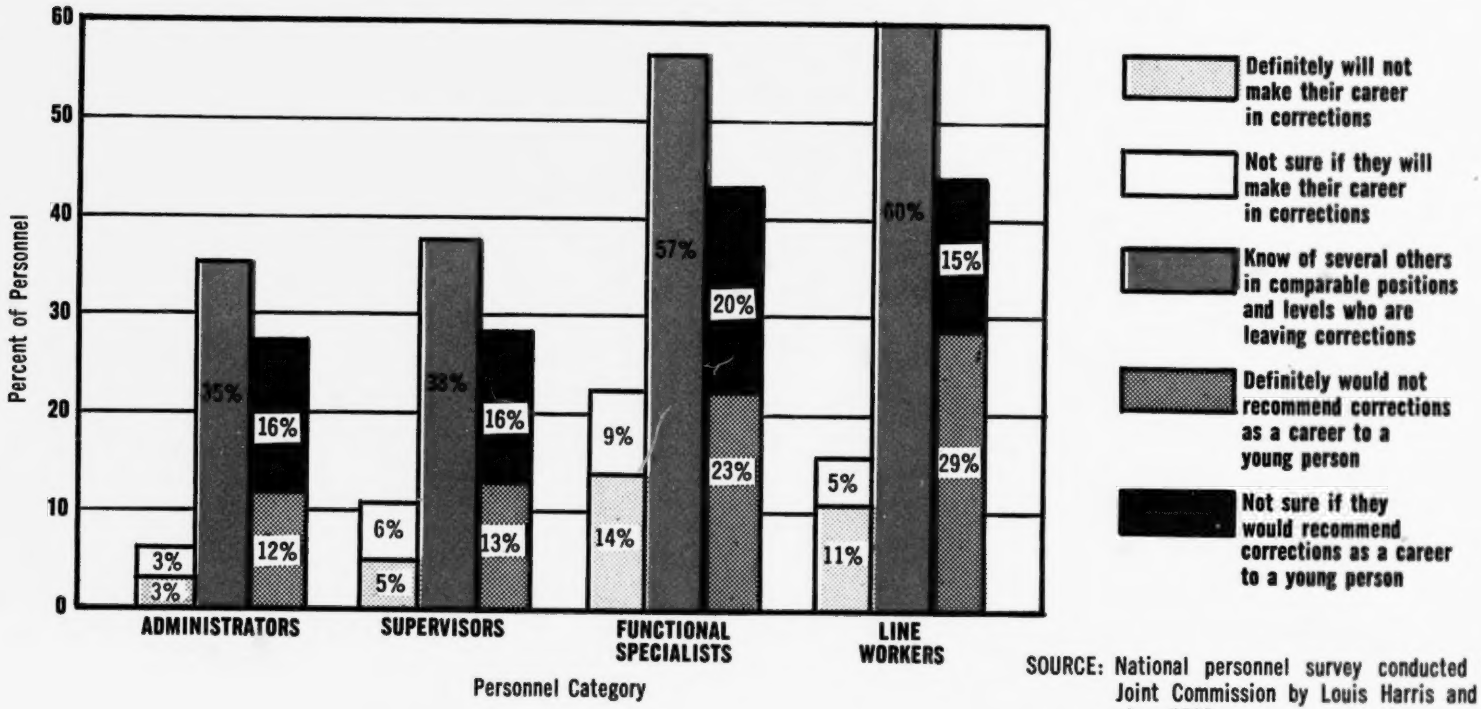
Although most employees indicate they themselves will stay in the field, nearly half of them say they know that others in comparable positions are leaving. Well over one-third express a reluctance to recommend corrections as a career to young people.

Corrections is essentially a closed system. In many respects people with a number of years of service in a correctional agency are trapped. Fragmentation of the field which precludes the crossing of jurisdictional lines immobilizes large numbers of employees. Promotion is usually confined to the internal structure of a single agency or department, and restrictive hiring practices either discourage or prohibit lateral transfers.

Fully 20 percent of state-level probation and parole agencies report that no lateral entry is permitted. While 70 percent of these agencies report that probation/parole officers

ATTITUDES OF CORRECTIONAL PERSONNEL REGARDING CORRECTIONS AS A CAREER

(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

may be recruited from other jurisdictions, only 32 percent state that top- and middle-level administrators can be hired from the outside. The closed nature of the correctional personnel system contributes to a stagnant, rather than a dynamic, work force.

A barrier to the lateral entry of correctional personnel into all correctional settings is the lack of uniformity in job titles and in functions performed under each specific job title. Surveys of correctional personnel pointed out from two to eight different titles for each function now existing in institutions and field settings.

RECOMMENDATION:

Corrections must make provision for greater advancement opportunities in order to attract and retain high-quality personnel. Systems should be opened to provide opportunities for lateral entry and promotional mobility within jurisdictions as well as across jurisdictional lines.

RECOMMENDATION:

To encourage mobility, provision should be made for relocation expenses of prospective employees at supervisory, middle-management, top-management, and specialist levels.

RECOMMENDATION:

Uniform job titles should be developed in correctional institutions and probation/parole agencies to provide a meaningful basis for lateral mobility between agencies and across jurisdictional boundaries.

RECOMMENDATION:

The establishment of a national retirement fund, which would permit correctional workers to transfer from one jurisdiction to another without loss of pension rights, should be a major goal of every agency and association seeking the betterment of correctional services.

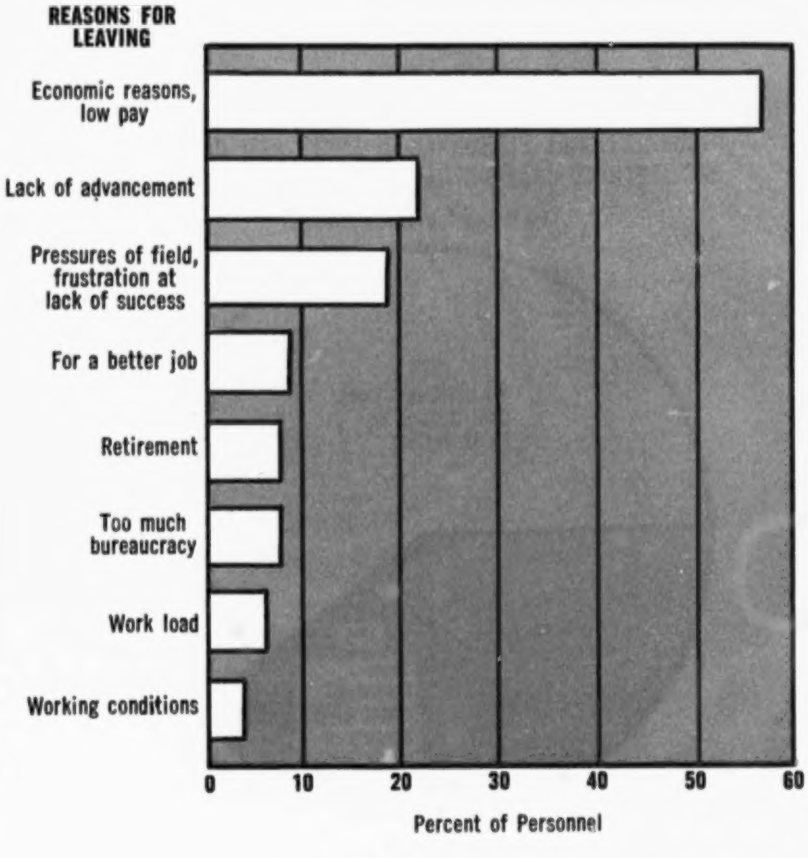
Recruitment Restrictions

Many agencies continue to implement personnel policies which have been or are being discarded by other public agencies and by private industry. Among these practices are:

Age Restrictions: Most correctional agencies reject applicants under 21 or over 45 years of age. This automatically eliminates two excellent recruitment pools: young persons aged 18 to 21 who are often ready to start on a career and, with training and educational opportunities, could hold responsible positions in a few years; and older men and women who have desirable qualifications and experience. A mandatory retirement age of 62 or 65 in many agencies results in the premature loss of many valuable and experienced workers.

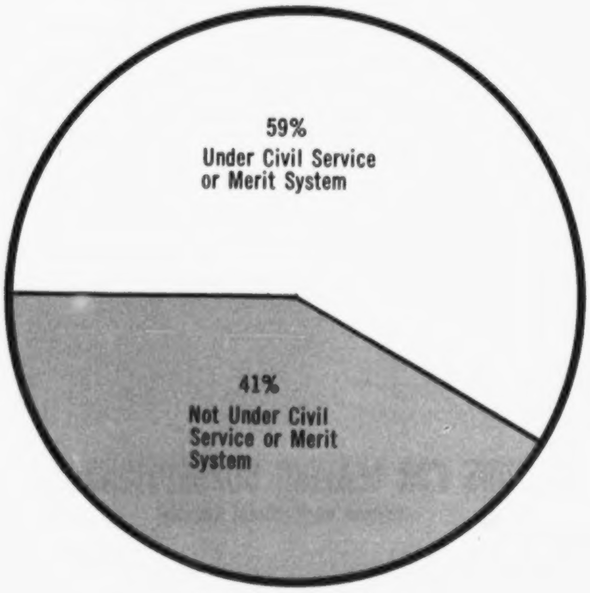
REASONS FOR LEAVING CORRECTIONAL WORK

(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

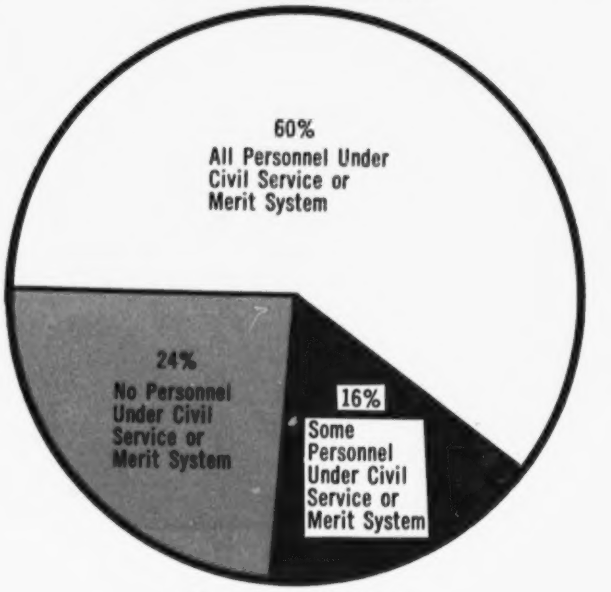
TOP ADMINISTRATORS OF ADULT AND JUVENILE CORRECTIONAL INSTITUTIONS UNDER CIVIL SERVICE OR MERIT SYSTEM



Percent of Institutions

CORRECTIONAL PERSONNEL IN ADULT AND JUVENILE INSTITUTIONS UNDER CIVIL SERVICE OR MERIT SYSTEM

(Excluding Top Administrators)



Percent of Institutions

SOURCE: Joint Commission Surveys, 1967

RECOMMENDATION:

The age of entry into some correctional jobs should be lowered to 18. Many correctional tasks can be performed by persons at that age, especially when job assignments are coupled with agency training or are part of a work-study program. Similarly, provisions should be made for lateral transferability at all ages, but particularly for persons in the 35-55 age group. Consideration should also be given to a uniform mandatory retirement age of 70.

Physical Requirements: Restrictive physical requirements in corrections with regard to height, weight, vision, and hearing, which screen out many otherwise qualified applicants, are frequently unrealistic and unrelated to the work to be performed.

RECOMMENDATION:

Inflexible height and weight requirements should be eliminated and replaced by appropriate physical examinations to assess physical fitness and agility required by particular positions in corrections. Persons with correctable vision and hearing defects should not be excluded solely on the basis of these conditions.

Physical Handicaps: Most physically handicapped persons are automatically excluded from correctional employment. Joint Commission studies found no evidence that corrections has given any thought to the potential of employing such people to work with other persons who have themselves experienced physical, social, or economic handicaps.

RECOMMENDATION:

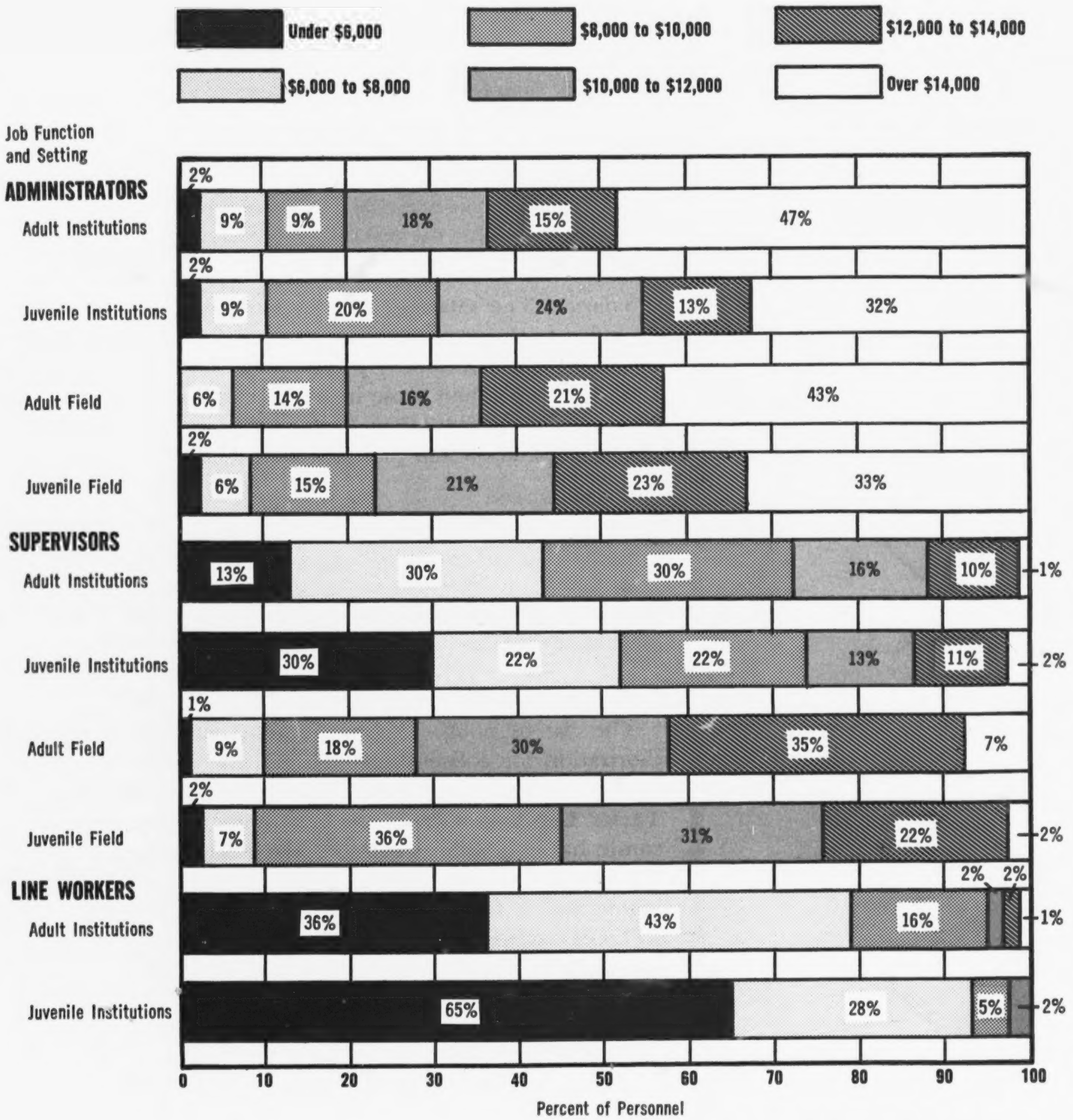
Correctional agencies should reexamine their hiring policies in order to maximize the potential of those with physical handicaps.

Testing: In many states and local areas which operate under civil service or merit systems, it was found, formal written tests are scheduled and administered at infrequent intervals, with eligibility lists subsequently closed for a year or more. Tightly scheduled formal tests prevent the hiring of interested and qualified applicants at the time when they are available. Modern personnel administration permits open-end lists and delegates authority to hire to the lowest practicable level of administrative control. Although the written test is looked upon increasingly as an ineffective and unreliable device for screening candidates, many correctional agencies appear to be locked into this approach.

A number of other prevalent civil service and merit system policies are overly restrictive. Among these are residency requirements, barriers to hiring persons with criminal records, and formalized written promotional examinations. All of these practices tend to hamper the operations of the system.

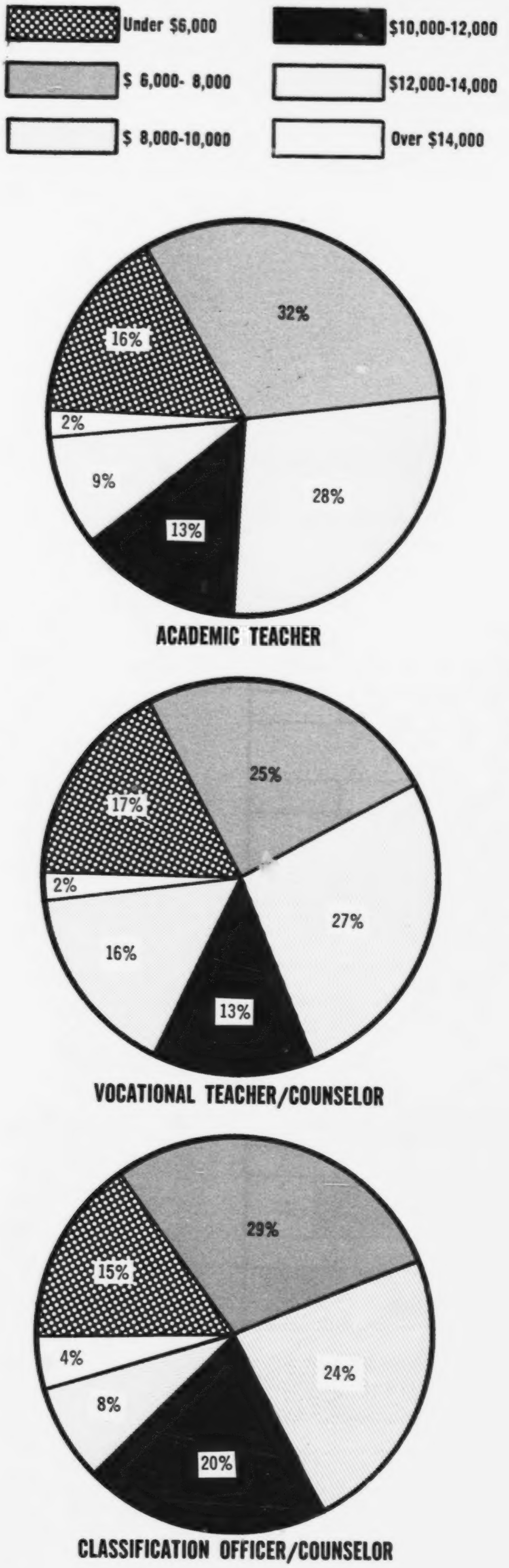
PRESENT ANNUAL SALARIES OF SELECTED CORRECTIONAL PERSONNEL

(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

PRESENT ANNUAL SALARIES IN SELECTED PERSONNEL CATEGORIES
(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

RECOMMENDATION:

Modifications should be made in prevailing civil service and merit system policies, including:

- **Elimination of written tests for entry into correctional work except for those positions where tests can show demonstrable evidence of measuring capacity to perform the functions required. Oral interviews and evaluation of work, educational, and life experience should be substituted as the basic screening device and should be conducted wherever recruits are available. Greater hiring authority should be granted to correctional administrators, including provision to delegate final hiring decisions to the lowest practicable level of administration and to allow freedom to choose final applicants from any position on a roster of eligibles.**
- **Elimination of residency requirements.**
- **Lowering of legal and/or administrative barriers to hiring ex-offenders in corrections, as well as in other governmental agencies.**
- **Elimination of written tests for promotions, with greater emphasis attached to the evaluative considerations of promotion review boards.**

Salaries: The salaries of correctional employees provide an index to the retarded development of personnel policies in corrections. Position by position, salaries in this field are generally lower than those in the private sector or in other governmental occupations requiring comparable educational preparation and job responsibilities.

RECOMMENDATION:

Salaries, retirement plans, and other employee fringe benefits should be continually assessed and efforts made to keep them in line with comparable positions in government and industry in the same geographical area. Annual cost-of-living increases should be made an integral feature of salary negotiations.

Employee Organizations

The rise of public employee unions and legislative authorization for collective bargaining may prove to be important catalysts for change in corrections. New York State's Taylor Law makes collective bargaining compulsory. Wisconsin has also authorized collective bargaining on all matters except salary and fringe benefits. The state of Washington has a federation of employees affiliated with the AFL-CIO as well as a non-union-affiliated state employees association. In more and more states and local jurisdictions, unions are gathering significant numbers of correctional employees into increasingly strong groups.

The involvement of correctional employees in this growing movement should be of major interest to the correctional administrator. The impact of this trend on recruitment, job classification, salaries, administrative prerogatives, conditions of employment, and retention of personnel will undoubtedly be intense and far-reaching.

RECOMMENDATION:

A top priority should be given to the education and training of correctional managers in the areas of collective bargaining and labor-management relations. Corrections should borrow heavily from the work accomplished by the private sector in this area. Correctional administrators can also take advantage of a number of training programs already existing in the field of management.

EDUCATIONAL PREPARATION

The educational level of correctional employees ranges from less than high school to the Ph.D. Background disciplines run from A (anthropology) through Z (zoology).

Of the four broad occupational categories—administrators, supervisors, functional specialists, and line workers—functional specialists are most likely to have at least some college education, while administrators are most likely to have advanced degrees or to have taken some graduate-level study. (Definitions of these occupational categories may be found in the appendix.)

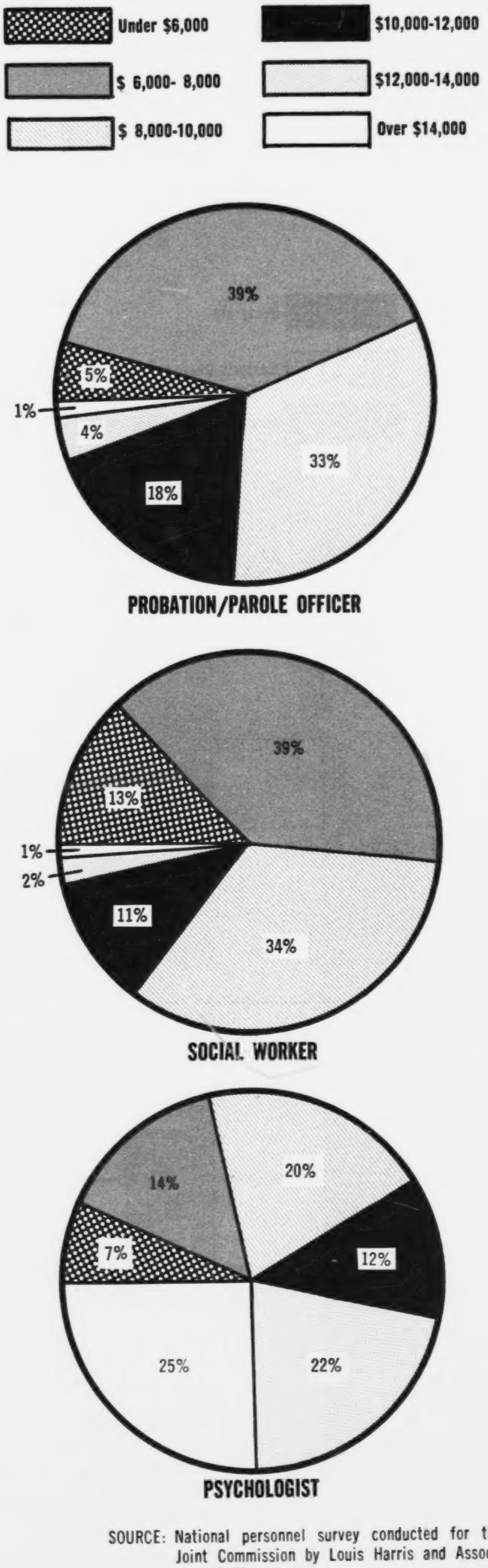
Generally, those working in juvenile settings have a higher level of education than those working with adults. The educational gap between those in the two settings is widest among supervisors and administrators.

Field personnel (those in probation and parole), on the average, are better educated than employees in institutions, a fact that may be explained by the large number of institutional line workers with a high school education. But nowhere is the published preferred standard for probation and parole officers—namely, the possession of a master's degree from an accredited school of social work or comparable study in psychology, sociology, or a related field of social science—being met. Over three-fourths of correctional employees, excluding line workers, are college graduates. However, only 13 percent of those in adult institutions, 21 percent in adult probation and parole, 27 percent in juvenile institutions, and 30 percent in juvenile probation and parole have graduate degrees.

No Consistent Education Pattern

College graduates working in corrections represent an extreme array of major areas of study. While just over half have B.A. degrees in sociology, education, or psychology, 49 percent have degrees in a wide range of other subjects. Undergraduates in social work and criminology/corrections programs represent a very small minority of college graduates in the field.

PRESENT ANNUAL SALARIES IN SELECTED PERSONNEL CATEGORIES
(Based on National Sample)

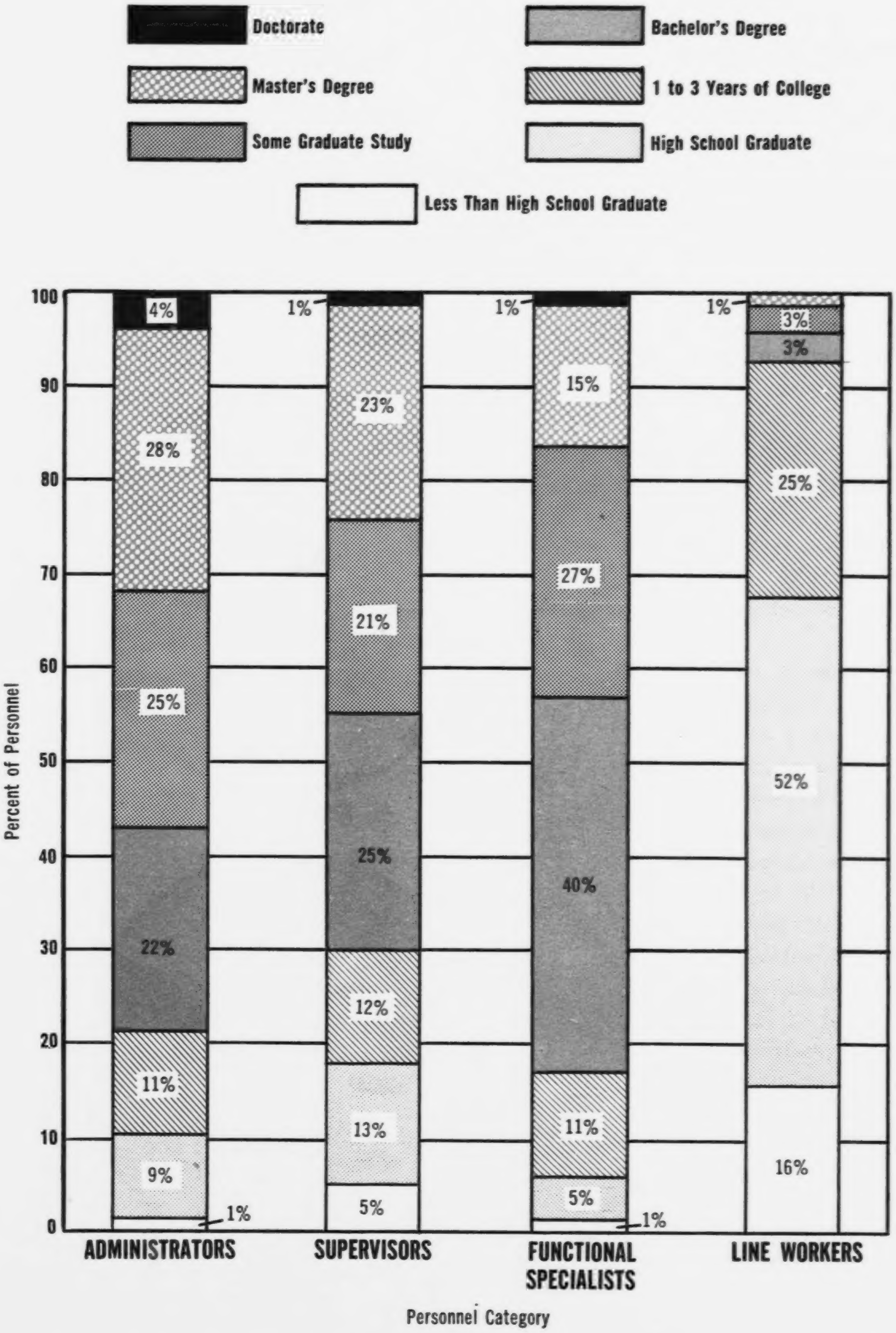


SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

There is little connection, in current practice, between educational background and the performance of particular functions. Corrections has no well-defined link to any level or discipline of the educational system. A college graduate with a B. A. in history who somehow managed to get into correctional work is as likely to be an institutional counselor as is a person holding a master's degree in social work.

EDUCATIONAL ATTAINMENT OF CORRECTIONAL PERSONNEL

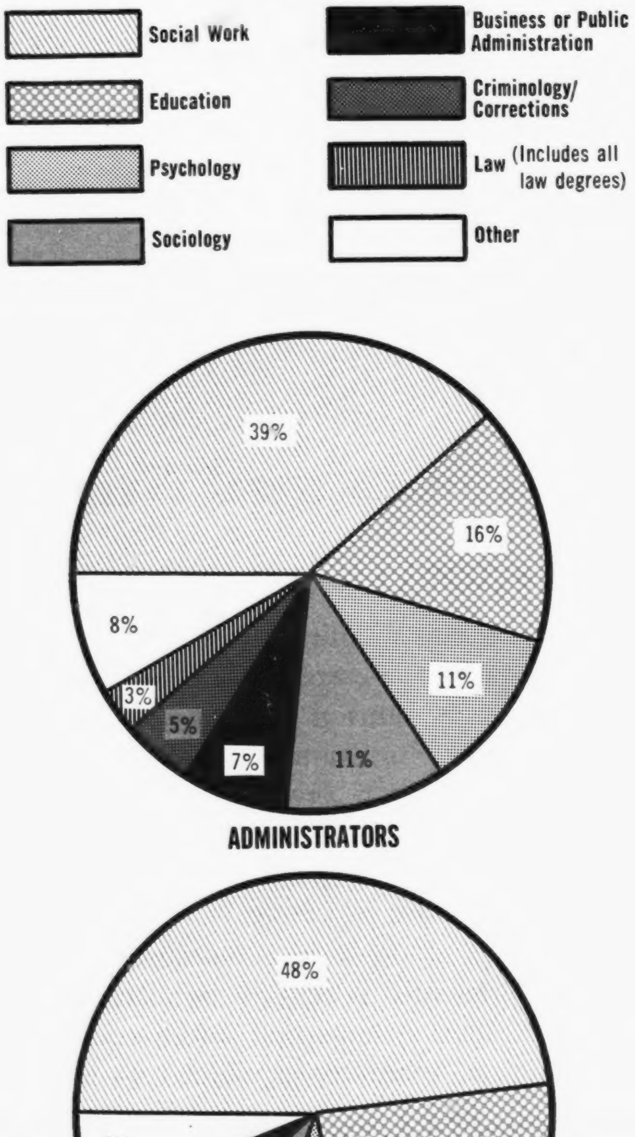
(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

MAJOR AREA OF STUDY FOR THOSE HOLDING MASTER'S DEGREES

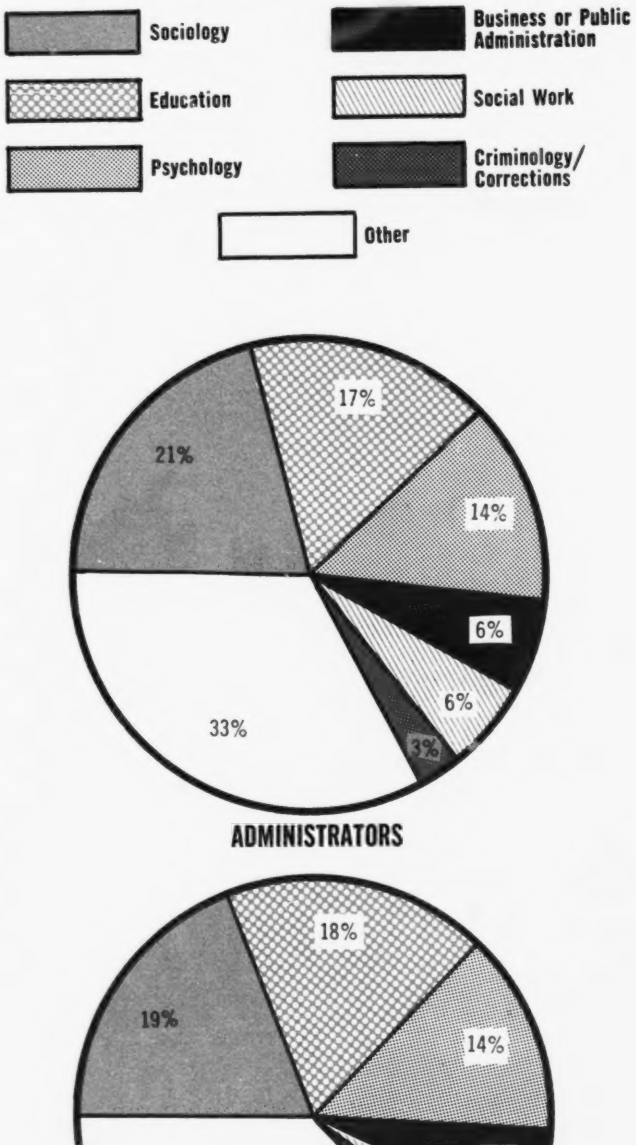
(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

MAJOR AREA OF STUDY FOR THOSE HOLDING BACHELOR'S DEGREES

(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

Resources and Standards

EDUCATIONAL RESOURCES

When the Joint Commission began its exploration of educational resources for corrections, much was already known about the contributions of the schools of social work to the correctional field. For example, a nationwide study recently conducted by Herman Piven and Abraham Alcabes had shown that, of the 3,650 graduates from professional schools of social work in 1966-67, only about 250 were intending to work in probation or parole.

Field surveys of the Joint Commission were directed to two other academic programs important to corrections, about which little systematized information had been gathered previously: criminology/corrections and sociology.

Criminology/Corrections

The increasing number of criminology/corrections programs offered in universities and colleges across the country is a significant development. The Joint Commission identified 43 programs which offer either an approved specialization of courses or a degree in criminology/corrections. Of these programs, 33 had been in operation long enough to have graduated students, some of whom are now employed in correctional work. Ten others were too recently established to report on placement of their graduates.

Of particular importance in this study is the information obtained on the graduates of these programs. Of the 477 students graduated with a bachelor's degree in the academic year 1966-67, 130 went into probation or parole work, 99 into institutional work, 6 into teaching, 3 into research and 1 into administration. Job placements of the remaining 238 (just under half) were unknown or were outside the correctional field. Of 66 students receiving advanced degrees, 16 went into probation or parole, 11 into institutions, and 26 into research, teaching, or administration.

Though the contribution being made to corrections by these programs is encouraging, the survey also revealed wide disagreement among educators on basic issues, such as: the most appropriate department for administering correctional curriculums; the degree level at which the programs should be offered; relative emphasis on theory and techniques; definition of "applied techniques and skills"; relevant courses and related fields of study; provisions for field work experience; and delineation of the jobs and settings for which students are actually being prepared. The survey showed that only 2.7 percent of 13,541 students enrolled in criminology/corrections courses during the academic year 1967-68 received outside financial assistance. A more detailed discussion of these programs may be found in the Joint Commission publication entitled *Criminology and Corrections Programs.*

Sociology

Less than a third of the sociology departments in 99 selected colleges and universities surveyed offer specific courses in corrections. Almost all sociology departments, however, offer courses in criminology and juvenile delinquency which are pertinent to corrections.

Only about a fourth of the survey respondents indicated that their university provided one or more training programs for correctional personnel. Most of these were described as summer institutes and were not part of continuing programs.

A number of sociology faculty members expressed interest in expanding and strengthening the applied career areas of corrections within the broad field of sociology. They expressed concern, however, about the lack of resources to develop such programs and the difficulties of recruiting qualified faculty.

Twenty-eight percent of the respondents said they would encourage short-term training programs for corrections personnel within the sociology department. An equal number said they would definitely discourage such programs, while 22 percent suggested that such training be done by some other department.

The role played by sociology departments in supplying qualified correctional manpower is somewhat ambiguous. Faculty support for the extension of traditional sociology curriculum into applied corrections exists, but it is not extensive. Although these departments do touch a number of students through high enrollment in criminology and other corrections-related courses, it is obvious that without sustained outside financial assistance for both faculty and students, the potential contribution of this discipline to corrections will not be realized. The same is true, of course, for the criminology/corrections programs.

The Potential Pool

The potential pool of correctional practitioners is likely

to be drawn from B.A. rather than M.A. graduates, especialy for positions in probation and parole agencies. (Persons with advanced degrees are more likely to seek research and technical positions.) Yet, while this pool of undergraduate manpower does exist, many faculty members feel its potential is not being realized. These persons are being discouraged from entering correctional work by the published preference for the graduate degree as an entering-level prerequisite in probation and parole. All too often the master's degree is thought to be the only key that will open the door to the correctional field. The student with a B.A. then looks elsewhere.

A New Manpower Source

In an attempt to evolve a core curriculum that includes all aspects of criminal justice, a number of schools and departments of criminal justice have been established recently. These programs promote understanding and appreciation of the entire criminal justice process. Graduates can become generalists or specialists, depending upon the content of a specific program and their own interests.

Although relatively new, these schools can become an excellent source of trained manpower for corrections. They have the added merit of helping to reduce the present barriers between the various sectors of the criminal justice system.

EDUCATIONAL STANDARDS

If corrections hopes to meet current challenges, it must face up to a problem that plagues every field suffering shortages of trained personnel. That problem concerns the attributes required of an applicant in the form of education, training, experience, and personal characteristics.

Prerequisites

There has been considerable controversy over the kind and level of formal training required of these employees who work primarily with individual offenders in their daily life situation (case managers, institutional counselors, parole officers, and probation officers). The prevailing standards, established largely by national professional organizations and encouraged by some federal agencies, are by no means universally accepted by correctional agencies. In fact, in the view of many observers, this disagreement has served to retard the growth of educational programs for the field of corrections.

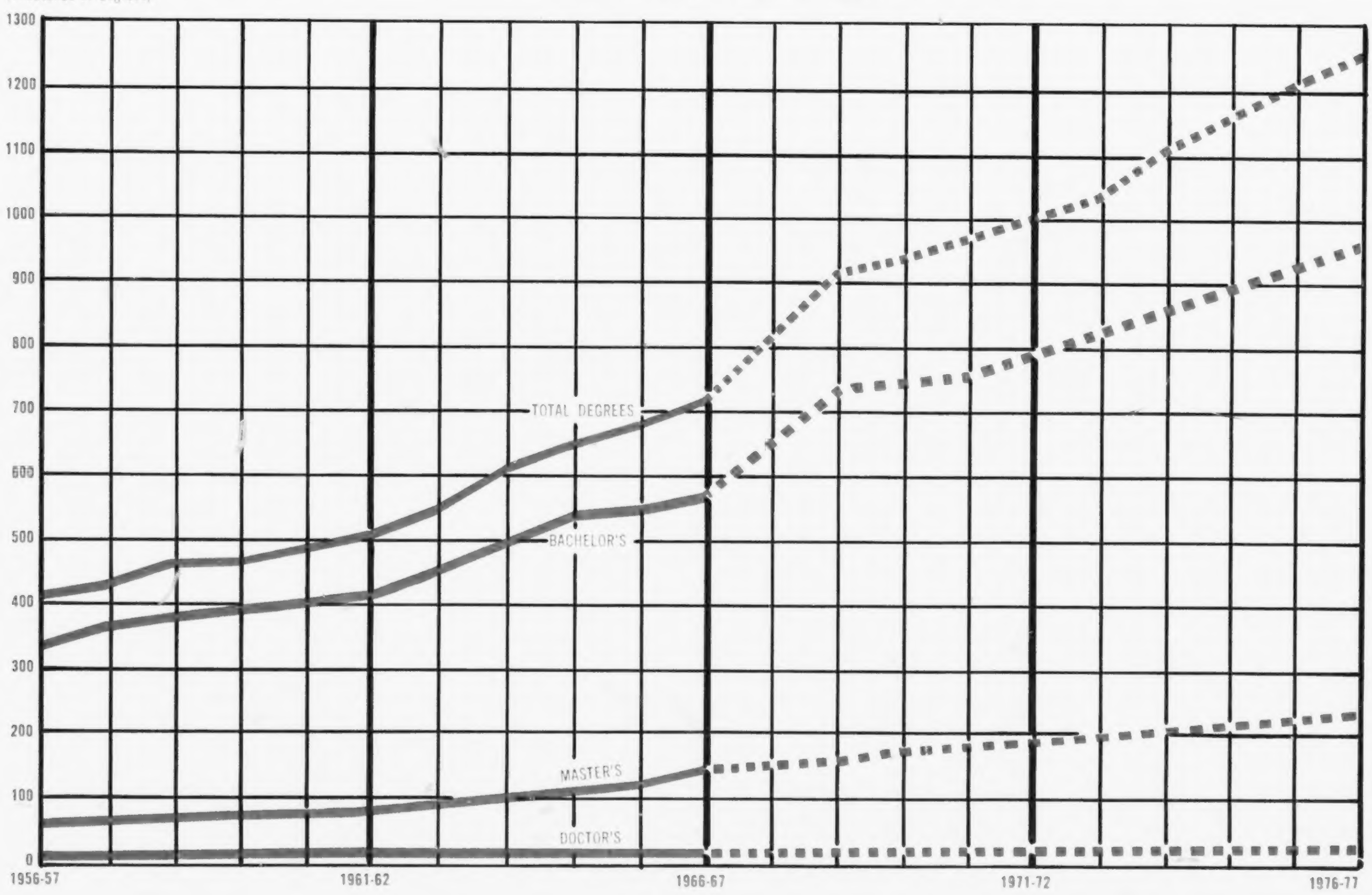
The most recent nationally published educational standards for probation and parole officers were those promulgated by the task force on corrections of the President's

Commission on Law Enforcement and Administration of Justice:

> *Preferred:* Possession of a master's degree from an accredited school of social work or comparable study in criminology/corrections, psychology, sociology, or a related field of social science.
>
> *Minimum:* Possession of a bachelor's degree from an accredited college with a major in the social or behavioral sciences and one of the following: (1) one year of graduate study in an accredited school of social work or comparable study in criminology/corrections, psychology, sociology, or a related field of social science; or (2) one year of paid full-time casework experience under professional supervision in a recognized social agency.

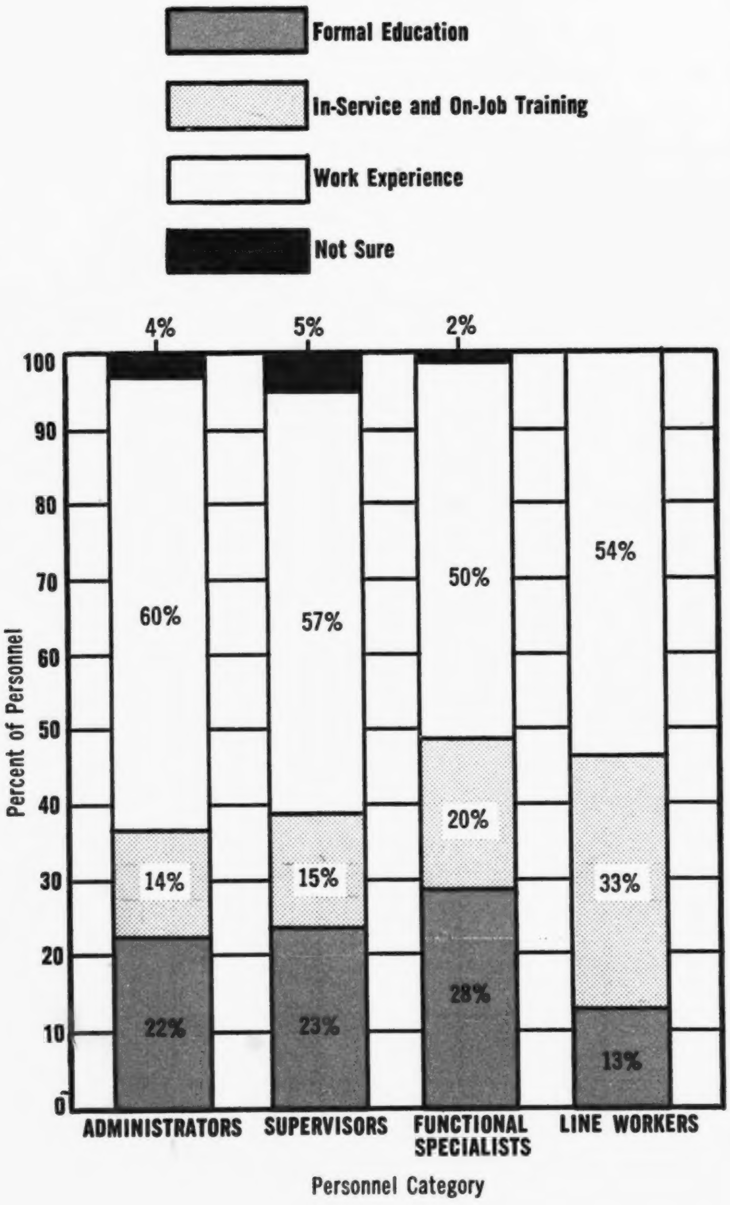
The preferred standards are not being met in the vast majority of correctional agencies today, and the projected output of graduate schools indicates that there is no possible way for them to be met in the foreseeable future.

EARNED DEGREES, BY LEVEL:
UNITED STATES, 1956-57 TO 1976-77



SOURCE: U.S. Department of Health, Education and Welfare, Office of Education, PROJECTIONS OF EDUCATIONAL STATISTICS TO 1976-77 (Washington: Government Printing Office, 1968), p. 29.

TYPE OF EXPERIENCE CONSIDERED BY CORRECTIONAL PERSONNEL TO BE MOST IMPORTANT IN JOB PERFORMANCE
(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

Their continued existence, however, tends to have a dampning effect upon the whole correctional system and the educational programs which do supply manpower for the field. The widespread circulation of such currently unattainable preferred standards detracts from the systematic growth and development of undergraduate programs in social science fields from which should come the bulk of correctional personnel. While professing to prefer graduate degree holders who, in reality, are not available, corrections has inadvertently fostered and perpetuated a system where *all* manner of degrees become equally acceptable.

The circulation of such unrealistic standards also discourages undergraduates from pursuing opportunities in correctional work. Similarly, college counselors subscribe to the so-called preferred standards and steer promising candidates away from corrections' door. These standards have been allowed to stand even in the face of projections of personnel needed in these vital categories which point to at least a tripling of the present number in the immediate future if corrections is to deliver a meaningful level of service to society and its offenders.

Approaches to Improvement

Corrections, like all other human service fields, must reexamine the tasks to be performed and set its educational standards in terms of specific functions. This is being done in a number of correctional agencies today but not on any large-scale or particularly systematized basis. Site visits by Joint Commission staff revealed that several agencies are aggressively recruiting neighborhood residents, ex-offenders, and other nonprofessionals and assigning them to jobs they can do. At the same time, the agencies are providing them with opportunities to upgrade their qualifications and skills under a work-study type of program. The Joint Commission feels that there is much potential in this approach. A proposed career ladder for probation and parole officers which suggests guidelines for implementation of such a concept is contained in a supporting document, *Perspectives on Correctional Manpower and Training.*

The adoption of a career ladder approach such as that suggested by the Joint Commission carries with it the need to begin a greater delineation of the tasks to be performed in correctional agencies by highly trained specialists as well as by persons occupying intermediate positions along the way.

Need for Concentration of Effort

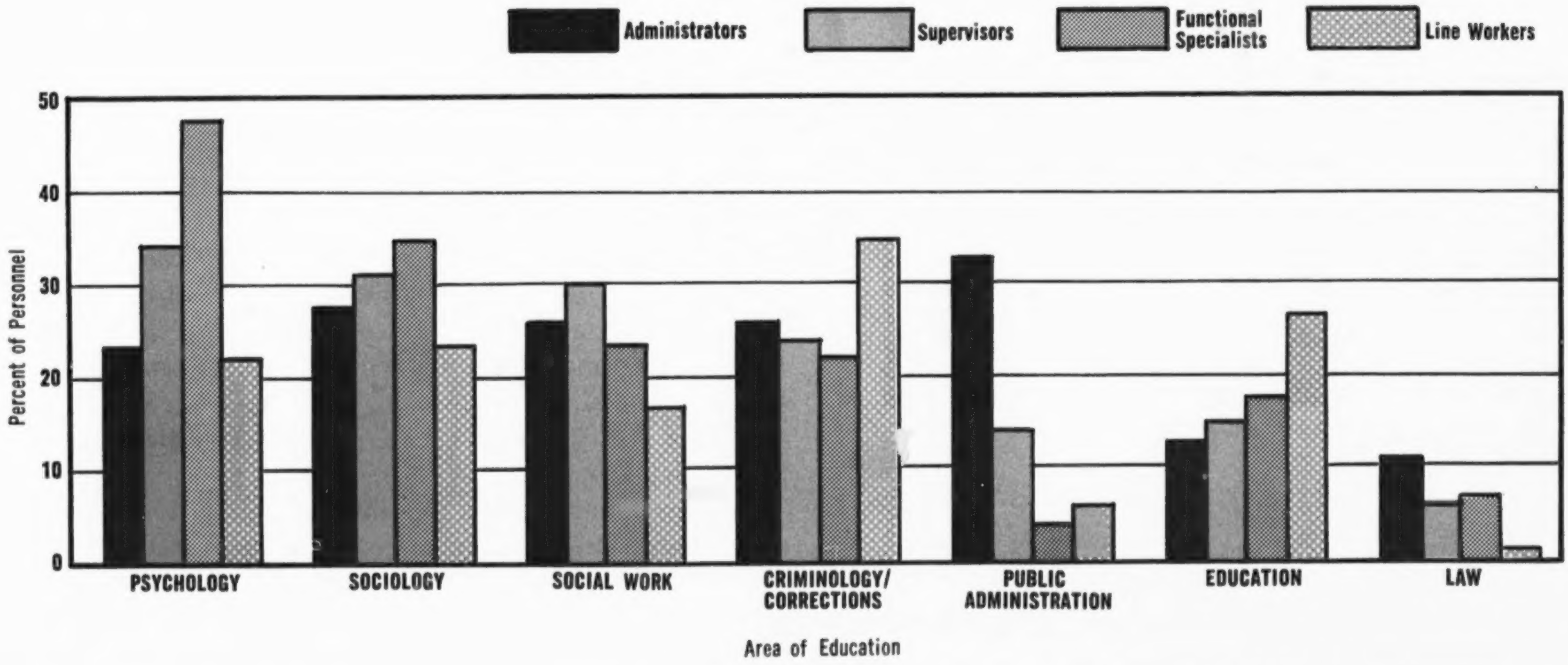
Corrections needs the assistance of higher education to enhance the desirability of corrections as a career choice, to prepare students for employment in the field, and to provide ongoing educational opportunities for those already employed. In order to increase the capacity of higher education to render increased and more relevant assistance to correctional agencies, emphasis should be placed on the expansion and upgrading of the quality of education being provided by the disciplines and fields which are believed to be the most suitable for persons in or preparing to enter corrections.

Joint Commission studies have found these to be sociology, criminology/corrections, social work, education, psychology, and public administration. In addition, schools of criminal justice, which cut across various of these fields, are viewed as an excellent educational resource for corrections.

It is essential that correctional agencies and those national organizations which represent corrections provide assistance in the development of these particular courses of study. National and regional organizations representing higher education should become actively involved in such an endeavor. Correctional agencies should also give consideration to revising their employment qualifications to reflect a more realistic approach to meeting pressing manpower requirements.

AREAS OF FORMAL EDUCATION CORRECTIONAL PERSONNEL FEEL PROVIDE THE MOST USEFUL BACKGROUND FOR THEIR PRESENT JOB

(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

RECOMMENDATION:

The undergraduate degree should become the standard educational requirement for entry-level work in probation and parole agencies and for comparable counselor and classification positions in institutions. Preferred areas of specialization should be psychology, sociology, social work, criminology/corrections, criminal justice, education, and public administration. Correctional agencies must join actively with institutions of higher education in furthering the development of these programs and should provide suitable field placements for their undergraduate students.

RECOMMENDATION:

A career ladder, which affords an opportunity for those with high school education or less to enter the field and make their way to journeyman levels through a combined work-study program, should be adopted by the field of corrections.

RECOMMENDATION:

The two-year community colleges should expand their programs for correctional personnel. These schools are an excellent resource for corrections, particularly in the development of special programs for custodial and group-living staffs, case aides, and community aides.

WORKLOAD STANDARDS

Workload standards play a vital role in determining manpower needs and the ways in which manpower is utilized. The standards now commonly accepted by corrections have rather obscure origins and seem to have no special basis in critically evaluated experience.

For example, in the area of individual-treatment personnel, particularly probation and parole officers, 50 cases per officer has been thought to be the correct supervision load. Similarly, 10 investigations per month, exclusive of supervision, has been the magic number for court investigation officers. Probation departments and parole services from coast to coast have been matched against these figures and generally found wanting.

The origins of these standards remain unclear. As best as can be ascertained, the 50-case standard first appeared in the literature about 1918. Only recently has it been seriously questioned. The questions being raised bear on both major aspects of probation and parole practice: investigations and field supervision.

Serious doubts about the importance of caseload size as such arose when it was discovered that merely reducing the size of caseloads did not automatically result in less recidivism. In fact, size of caseload *per se* seems to have little bearing on success rates. As a result, experiments are under way in numerous agencies around the country where various sizes of caseloads are being assigned on the basis of different types of offenders and work-load determinants.

Present indications are that the 50-case standard will give way to more flexible staffing arrangements, wherein caseload size becomes only one of a number of significant variables to be considered in program design. It is anticipated that future patterns will call for different sizes of workload based on offender and community needs, as opposed to a single standardized "right" caseload size.

Mounting research evidence makes it clear that a "more of the same" approach will not result in a significant increase in overall correctional effectiveness. Continuing experimentation with differential staffing patterns will no doubt shed more light on optimal ways to staff correctional programs.

RECOMMENDATION:

Experimentation with various kinds of workload determinants should be encouraged as a more desirable alternative to the fixing of precise caseload standards. Further promulgation of standards must be based on research findings.

FEDERAL FINANCIAL RESOURCES FOR EDUCATION

Since corrections draws from a variety of disciplines and fields, a precise cataloging of federal grant programs for the pre-service education and ongoing development of personnel is virtually impossible. An extensive review of known federal sources reveals, however, that corrections has derived little benefit so far from the existing programs for education and training of persons in public service agencies. The fractionation of financial resources among a variety of federal agencies dilutes the usefulness of financial assistance programs for correctional manpower. In those few programs which are available, corrections is included with a variety of other occupations and is frequently considered to be a minor consumer. The bulk of support usually goes to the particular funding agency's primary target populations.

The various federal programs, as a group, represent *potential* resources for corrections. A prerequisite to the effective utilization of these resources is the development of collaborative relationships between correctional agencies, higher education, and federal funding agencies. To date, there have been few organized efforts to bring these forces together to address the educational and training needs of corrections. Specific dimensions of the problems inherent in university-agency relationships are explored in depth in a Joint Commission consultant's paper, *The University and Corrections: Potential for Collaborative Relationships.*

The total federal effort directed toward the education and training of correctional personnel is poorly coordinated. In addition, it is necessary to relate specific correctional needs to federal programs having broad mandates. Authorizations must be increased substantially, in order to provide needed resources to corrections. Traditionally, as far as federal funds for education and training are concerned, corrections has consistently been accorded a low priority.

RECOMMENDATION:

Correctional agencies, community colleges, four-year colleges, and universities as well as private and non-profit organizations involved in the education and training of correctional personnel should actively seek funds from federal programs concerned with corrections. Where existing legislation and/or guidelines are not adequate to meet correctional needs, amendments and new guidelines, which would specifically earmark funds for use by correctional agencies, educational institutions, and organizations associated with corrections, should be vigorousely advocated. The federal government and organized corrections must provide greater coordination of existing programs.

RECOMMENDATION:

A comprehensive educational financial assistance program should be established in an appropriate federal agency, in order to provide support for persons in or preparing to enter the field of corrections. Such a program should include provisions for:

- **scholarships**
- **fellowships**
- **guaranteed loans**
- **research and teaching assistantships**
- **work-study programs**
- **educational opportunity grants for students from disadvantaged, low-income families**
- **forgivable loans to help defray the costs of college education and to help provide an incentive for further work in the field.**

RECOMMENDATION:

A federally supported grant program should also be created to provide sabbatical leaves for correctional administrators, so that they may attend a college or university full time for an academic year, with salaries, tuition, and other instructional costs provided. Such a program should also furnish opportunities for educators in relevant disciplines to take sabbatical leaves in correctional agencies in order to conduct research, participate in staff training activities, and furnish general consultation to the agency.

Use of Special Manpower Groups

Effectiveness in corrections requires special attention to the utilization of certain groups: highly specialized manpower, researchers, volunteers, and offenders themselves.

SPECIALIZED MANPOWER

It is essential that corrections address itself to acute shortages of highly specialized manpower. While corrections employs the services of a wide range of specialists, the term "specialized manpower" is used here to denote such occupational categories as psychiatrists, psychologists, social workers, rehabilitation counselors, recreation counselors, academic and vocational teachers, lawyers, librarians, nurses, physicians, dentists, chaplains, and vocational counselors. The recruitment, appropriate use, and retention of such specialists are of prime concern to corrections and have been major focal points of a number of Joint Commission studies.

Historically, corrections has been considered a peripheral or, at best, a secondary employer of specialized manpower. As a result the field has been plagued by chronic shortages and high turnover in various critical occupations.

To enhance the desirability of employment in corrections and to attract and retain larger numbers of fully qualified specialists, corrections will have to accept certain requisites on which effective use of such manpower depends. Professionally trained persons, for example, require opportunities for ongoing professional development in order to keep abreast of the latest research, literature, and practice in their particular fields. More specifically, these opportunities include attendance at professional conferences, allocation of time and support for research, and released time to attend university-sponsored courses, workshops, seminars, and institutes. To date, most correctional agencies have been reluctant to make these investments in personnel development.

An additional problem for corrections is that its work is

essentially carried out within fairly structured organizational environments. Rigid organizational patterns are likely to be resisted, if not rejected, by most highly trained specialists. Because of their training and experience, they are more apt to be concerned with the application of their knowledge and skills to the offender population than with the promotion and maintenance of the system which employs them.

Changes Essential

Corrections, if it is truly desirous of employing and keeping highly trained specialists, must make some fundamental changes. Employing agencies must become more flexible in their working relationships with specialists in order to obtain their optimal contributions. Correctional agencies must become more open and less hierarchical.

Ideally, specialists as well as offenders themselves should have a greater voice in program design and day-by-day operations. The treatment recommendations of specialists should be balanced delicately against overall organizational needs. Similarly, whenever possible, offenders should be encouraged to become more active participants in correctional programs and allowed to make certain choices relating to their own reintegration into normal community life. The focus for the bulk of correctional effort should move increasingly toward a community orientation, wherein the contributions of various kinds of specialists can be maximized.

Supply and Demand

Many employees in corrections today are filling specialist job classifications without meeting the requirements set forth by the national accreditation bodies of the various professions involved. As an example, national sampling of specialists working in corrections sponsored by the Joint Commission found that, of the psychologists answering questionnaires, only 30 percent held doctorates, 14 percent had master's degrees, and the remainder had some or no graduate-level training. Similarly, only 30 percent of the respondents who are classified as social workers actually held master's degrees, and not all of these degress were in social work. In both instances, the level of educational attainment was less for the majority of the incumbents of these positions than the national professional associations advocate.

Shortages to Become Worse

Projections through 1975 made by the National Center for Educational Statistics of the U.S. Office of Education show that there will be severe shortages of advanced degree holders in all academic fields from which corrections draws its specialized manpower. Thus there will be intense competition for a relatively small number of holders of advanced degrees.

Since the disparity between supply and demand is likely to increase rather than diminish, corrections must direct its attention to the more effective use of the specialized manpower it is able to attract. A systematic analysis of tasks presently performed by various specialists in corrections would undoubtedly show that some functions could be performed just as effectively by persons with less formal training. By making job requirements more realistic and making more effective use of available specialists, corrections could come much closer to a partial solution of its specialized manpower problems.

Purchase of Service

More flexible budgetary controls and administrative patterns would allow correctional agencies to contract for the services of specialists who are not used on a regular basis. Under contract arrangements, specialists would be considered agency consultants, trainers, and coaches to the full-time staff. For example, pyschiatrists might well be more useful to correctional agencies in consulting and training roles than as psychotherapists for a small number of offenders. Using specialists in this manner would result in a greater diffusion of skills and knowledge, thus providing an overall increase in the level of service to offenders.

Because specialized manpower is so important to corrections, the issues, problems, and prospects for the utilization of specialists are explored in detail in a supporting document, *Perspectives on Correctional Manpower and Training.*

RECOMMENDATION:

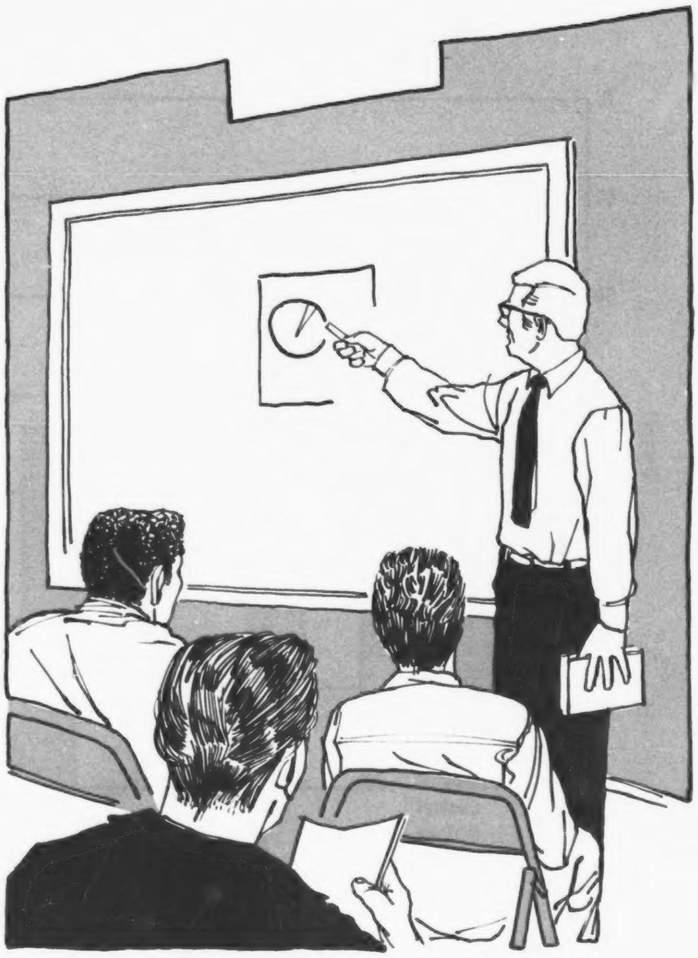
Corrections, in cooperation with the national professional associations representing the disciplines and fields involved with it, should restructure roles in correctional organizations, so that optimal use may be made of the training and skills brought to the agency by specialized manpower.

RECOMMENDATION:

Graduate-level training should be encouraged and supported in the academic fields from which correctional agencies draw their specialized manpower. Courses of study and agency field placements should reflect the creation of specialist roles designed to maximize the unique expertise of those areas of specialization.

RECOMMENDATION:

Correctional agencies should press for sufficient funds to purchase the service of specialized manpower. In addition to the specialists commonly associated with corrections, a concentrated

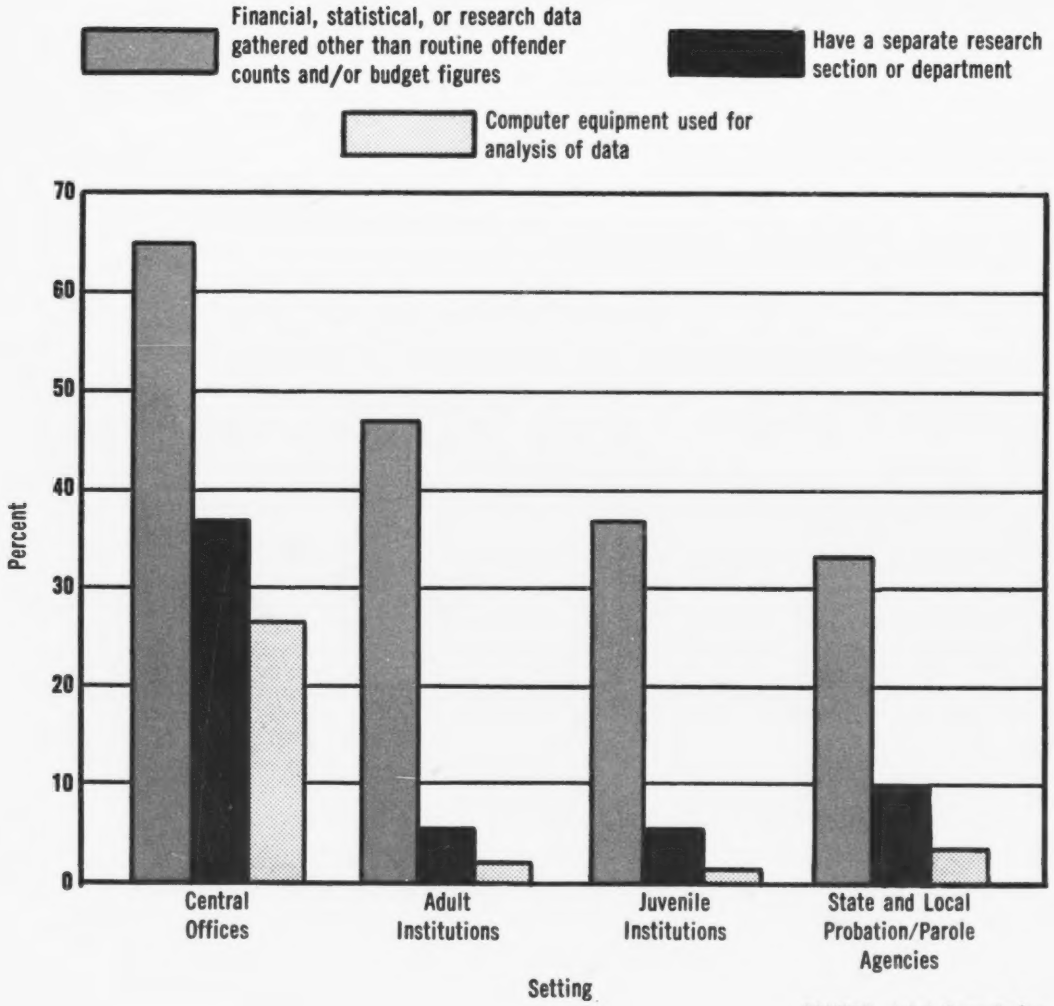


effort should be made to secure the services, as needed, of persons who are skilled at handling intergroup relations, community development, public information, and other kinds of activities designed to link the correctional agency more closely to the broader community.

RESEARCHERS

The paucity of research conducted in corrections is underscored by the small number of full-time researchers employed by correctional agencies in the United States. The few correctional research divisions that do exist are products of recent years. Indeed, as the President's Commission on Law Enforcement and Administration of Justice pointed out, the whole criminal justice system, with an operating budget of over four billion dollars a year, devotes a small fraction of 1 percent of its resources to evaluating what it is actually doing or assessing what should be done.

INDICES OF RESEARCH ACTIVITY IN CORRECTIONS



SOURCE: Joint Commission Surveys, 1968

Joint Commission surveys indicate that research and development activities in corrections tend to be even more fragmented than the field itself. The few agencies which engage in some form of research activity tend to do so on a rather isolated basis; each state or agency within a state develops its own programs independently.

Little Evaluation Performed

The total staff employed by the 62 state correctional central offices which responded to Joint Commission questionnaires was found to be 2,158. Of this total, 210, or less than 10 percent, were directly concerned with statistical and/or research work. In reality, even this small group devotes little time to actual program evaluation, serving instead primarily as enumerators of the number of bodies moving through their respective correctional systems.

This survey also revealed the inability or reluctance of agency policy-makers to invest in or make use of modern electronic equipment, such as the high-speed computer, in their research operations.

Research departments and personnel are concentrated in the West (particularly in California), but the distribution of statistical and research personnel bears no relation to either total population or offender population in a given region. Forty-one percent of the total research staffs in these state central offices were involved in clerical and minimal-level statistical duties, while approximately half were actually involved in evaluation and planning activities. Hence, there was only one researcher to every 10,000 offenders in the United States.

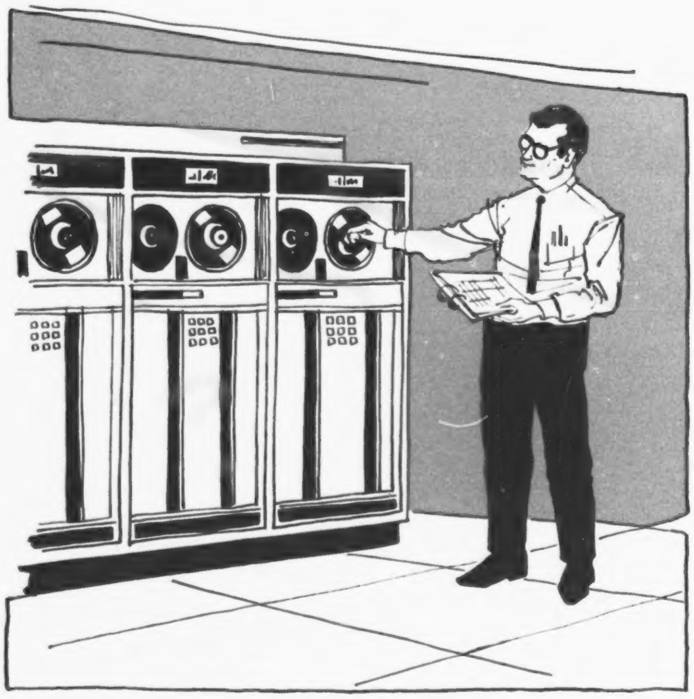
These researchers came from a wide variety of backgrounds, the majority from sociology, psychology, and education. Almost two-thirds held a bachelor's degree or less.

Immobility and Isolation

Correctional researchers are relatively immobile and tend to have worked more in corrections than outside it. Once in the field, they tend to remain in a particular setting. Data-processing personnel tend to be relatively new to corrections.

Those correctional agencies which do relatively sophisticated research are concentrated in 16 states which are far apart. Thus it is difficult for them to share developmental strategies, methodological techniques, and study findings.

Ways must be found not only to implement research and evaluation programs but also to share information on a regional and national basis. The sheer number of local agencies may dictate that certain types of research will have to be concentrated at state, regional, and national levels.



Major Issues in Correctional Research

Report after report during the last several years has pointed to the needs for more and better research in correctional agencies. The manpower and funds currently being allotted to research in corrections, however, offer little tangible evidence of corrections' interest in assessing the success or failure of its efforts.

While the lack of research in correctional agencies is a complex problem with a number of nuances, some issues seem clear:

- Correctional agencies in the main are not committed to research and are reluctant to obligate funds and personnel to assessment of correctional effort.
- Trained research personnel are extremely difficult to find and will be in even shorter supply in the years immediately ahead. New sources of manpower and resources must be sought immediately to build adequate research capabilities into correctional agencies.
- Universities and colleges, which have thus far shown relatively little interest in correctional research development, must assume responsibility for providing more assistance. Collaborative relationships between the worlds of education and correctional practice have been difficult to establish and maintain. New and renewed efforts must be made to bring them together, so as to focus better on the tasks of research and evaluation.
- Considerable funds will be required to recruit, train, and retain qualified research personnel and to obtain modern equipment.
- State, regional, and national research organizations must be established to meet the needs of the smaller agencies.
- Existing public and private research organizations with interest in and capability for conducting research in correctional agencies must be supported and their further development encouraged.

Corrections must know more about the offenders it has under supervision, what it wants to do with them, and how the desired results can best be obtained. Well-planned and carefully directed research must be conducted and the means of information exchange created if correctional rehabilitation is to improve its effectiveness. An overview of programs, problems, and prospects of research in corrections is contained in a Joint Commission seminar report, *Research in Correctional Rehabilitation.*

RECOMMENDATION:

Correctional agencies should adopt a multi-faceted research strategy which would include (a) in-house evaluation projects;

(b) collaborative research ventures with institutions of higher education, private industry, and non-profit research organizations; and (c) cooperation with national, regional, and state efforts to disseminate research results. There should be a greater sharing of research findings among agencies and across the various levels of government. National, regional, and state efforts in correctional research should be more closely coordinated and, where deemed appropriate, clearinghouses should be established and information repositories should be created from which may be derived guidelines for new correctional programs and the means for evaluating their effectiveness.

RECOMMENDATION:

Greatly increased funding at national, regional, state, and local levels will be required to provide correctional agencies with an adequate level of research capability. Particularly critical is the need for funds to recruit and train research personnel and to purchase or lease the latest data-processing and storage equipment.

VOLUNTEERS

Some correctional administrators have found a potential link with the community through the use of citizens who volunteer to work with offenders. Since published information on the use of volunteers in corrections has been limited to a few closely related programs, such as those in which volunteers have served as probation officers, the Joint Commission conducted two surveys on the subject. In the first, correctional employees where asked to describe and evaluate the use of volunteers in their agencies. The second survey sought further information from a national sample of persons doing volunteer work in corrections. Findings were summarized in two publications: *Corrections 1968: A Climate for Change;* and *Volunteers Look at Corrections.*

In the first survey, 41 percent of the personnel in adult correctional institutions and 55 percent of those in juvenile institutions reported that their agencies use volunteers. Twenty-four percent of adult field employees and 50 percent of those working in juvenile field agencies reported use of volunteers. This survey showed that the volunteer is viewed with mixed feelings by correctional personnel. Where volunteers are now used, employees feel they make a significant contribution and would like to see such programs expanded. Where volunteers are not used, employees are far from enthusiastic about undertaking programs.

The survey of volunteers themselves shows them to be somewhat younger than correctional personnel in general. A majority of them come from families with above-average income. A sizeable proportion of volunteers are professional persons, such as teachers, doctors, and lawyers. About half of

PROFILE OF VOLUNTEERS IN CORRECTIONS

(Based on National Sample)

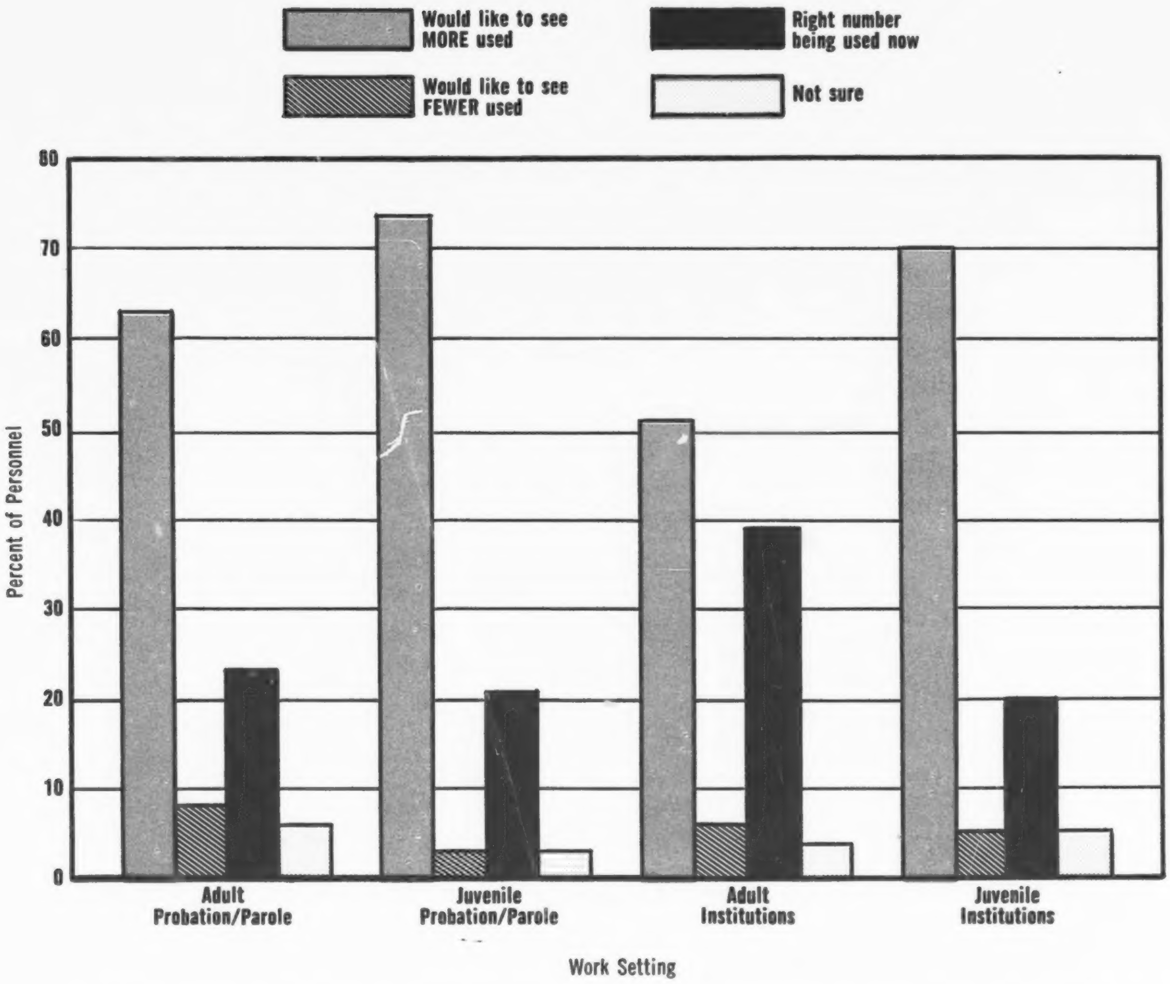
95%	**are white**
53%	**are male**
35%	**are under 35**
25%	**are over 50**
58%	**have served as volunteers in corrections 2 years or less**
9%	**have served as volunteers in corrections more than 10 years**
26%	**are high school graduates or less**
26%	**have 1 to 3 years of college**
24%	**have a bachelor's degree**
10%	**have some graduate study**
10%	**have a master's degree**
4%	**have a doctorate**
69%	**are currently employed or in school**
61%	**have total family incomes of $10,000 or more**

SOURCE: National survey of volunteers in corrections conducted for the Joint Commission by Louis Harris and Associates, 1968 the volunteers surveyed are women. Volunteers become involved in corrections because they find the work interesting, desire to help others, recognize the need, and feel an obligation to be of service. Volunteers like what they are doing and believe they have something special to offer which correctional personnel cannot, or do not, supply.

Potential Contributions

While unpaid workers should never be viewed as replacements for full-time staff already working in the system, they can function well in a team under supervision. In site visits, Joint Commission staff members found that volunteers who are professionals (more than half of them are college graduates with graduate training or professional degrees) are often used in work commensurate with their training and abilities.

Volunteers can also make important contributions to corrections as a whole. Their middle-class standing places them



RECOMMENDATIONS REGARDING USE OF VOLUNTEERS BY CORRECTIONAL PERSONNEL WORKING IN SETTINGS HAVING VOLUNTEER PROGRAMS

(Based on National Sample)

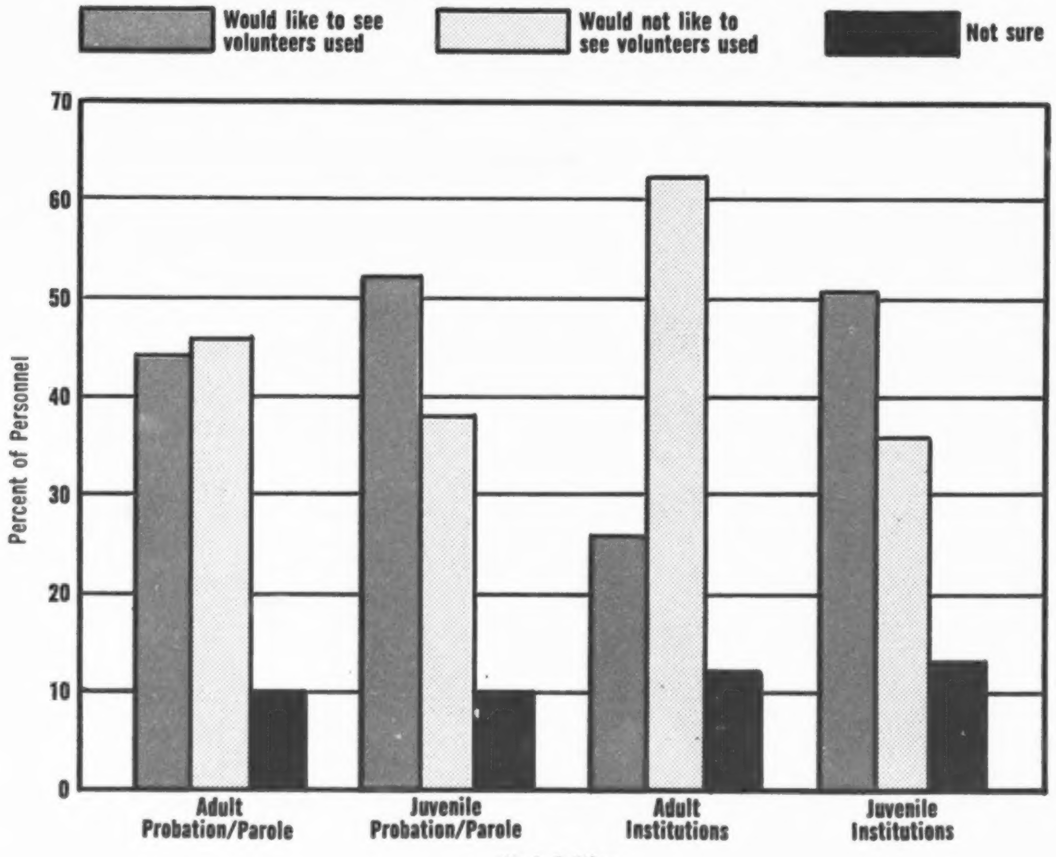
SOURCE: National survey of volunteers in corrections conducted for the Joint Commission by Louis Harris and Associates, 1968 among the opinion-makers in the community. If their work as volunteers has given them a more favorable attitude toward corrections (two-thirds of them said it had), they are in a position to exert a positive influence on community attitudes toward the problems and needs of corrections. They can help offenders enter areas—jobs, schooling, training opportunities, recreation, unions, and other activities—from which they are often blocked by those not in sympathy with their plight.

New Targets for Recruitment

However, the individual offender can also profit greatly if volunteers are more like himself in social and economic status and thus in a better position to understand his pressures and problems. The most striking disparity between volunteers and the offenders with whom they work is race.

RECOMMENDATIONS REGARDING USE OF VOLUNTEERS BY CORRECTIONAL PERSONNEL WORKING IN SETTINGS THAT DO NOT HAVE VOLUNTEER PROGRAMS

(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

While Negroes form a considerable proportion of the offender population, only a handful of volunteers are black. Yet, in the Joint Commission's national public opinion poll, more Negro than white citizens said they would be willing to do volunteer work if asked.

Other potential targets for volunteer recruitment are the young people of the community who are closer in age to many offenders than are the correctional personnel who work with them. Volunteer programs have successfully used college students as probation aides for juvenile courts and as "big brothers" or "big sisters" to delinquent youngsters from nearby institutions.

Important Elements

Three elements are important to an effective volunteer program: purposeful recruitment, suitable training, and adequate supervision. All three are missing from most existing correctional volunteer programs.

With regard to recruitment, less than one in three volunteers reported that the correctional agency made the first contact with him. Less than one in five indicated that he was asked for references, while only four in ten said that they were interviewed by an agency representative before beginning volunteer work.

Correctional training of volunteers rarely amounts to more than a cursory orientation, a list of rules and regulations, and possibly a tour of the agency. While some volunteer work is undoubtedly so routine or simple as to require little specific training, volunteers should at least be made aware of the correctional system itself, the offender and his culture, and the limits of freedom within the agency.

Only 16 percent of those volunteers interviewed were supervised by a staff member whose sole responsibility was coordination of volunteer activities. The Joint Commission staff did note in site visits an increasing interest on the part of agencies in setting up staff positions for coordinating volunteer work.

Getting Public Support

Well-conceived and well-administered volunteer programs can be useful in gaining public understanding of corrections. Corrections itself has failed to convince the community that it is an essential public service. But the enthusiastic volunteer who has come to understand corrections from his own experience with offenders can bring the message home to the community at large. It is a message that needs delivering.

RECOMMENDATION:

Correctional agencies should expand their use of volunteers.

To ensure success, such programs require administrative commitment so that adequate screening, training, supervision, and evaluation can be provided. Efforts should also be made to include more Negroes and other minority group members in organized volunteer programs.

OFFENDERS

The ranks of present and former offenders have potential as an effective source of manpower for corrections. In recent years the idea of employing rehabilitated offenders in correctional settings has been used with varying degrees of success by several of the nation's correctional agencies. Experimental programs have drawn from the ranks of those under supervision and ex-offenders who have been previously discharged, paroled, or placed on probation and thus were free from legal supervision. A detailed discussion of programs and issues in this area may be found in the Joint Commission's publication entitled, *Offenders as a Correctional Manpower Resource.*

There are many potential uses for ex-offenders in corrections. With appropriate training and supervision, they have been found to be successful as research assistants and as liaison persons between police and family, peer group and community. They have also been found to be effective in gathering data and writing reports, in preparing resource material for in-service training programs, and in some work supervision and custodial duties. In addition, they are excellent resource persons for training programs in agencies and educational institutions.

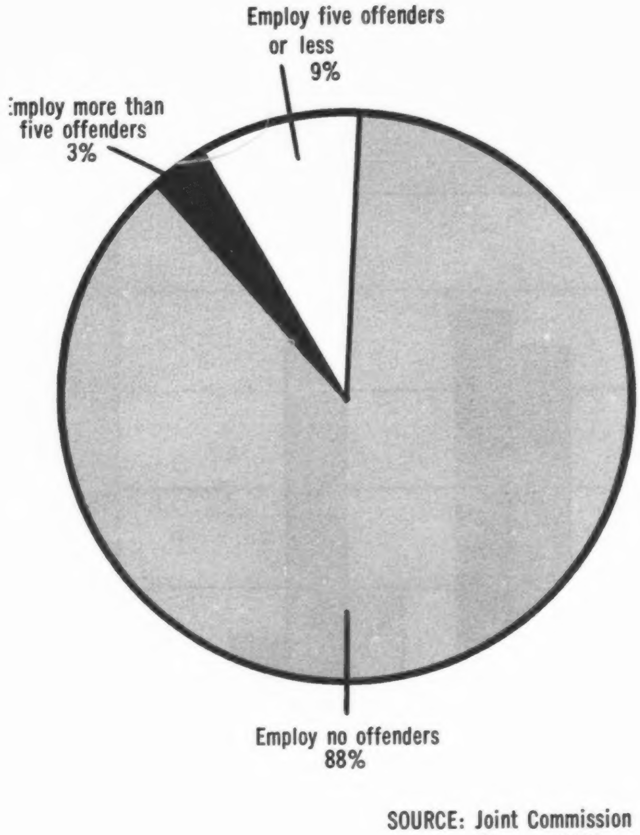
Minority group offenders can be particularly helpful to an agency in fostering a better understanding of minority life styles. Their ability to communicate with others of similar backgrounds can be very helpful to agency staffs, which all too often are comprised of individuals with white middle-class orientation and values.

Laws, policies, and practices which prohibit the hiring of offenders and ex-offenders have served to retard systematic development of programs where they might be used extensively. Interestingly enough, agency or civil service policies and practices, rather than laws, are the major roadblocks to the hiring of offenders and ex-offenders for work in corrections.

Perhaps of greater significance is the fact that fully half of all correctional personnel interviewed in the Joint Commission's survey objected to the hiring of ex-offenders as full-time correctional workers. In light of the increasing emphasis which is being placed on service roles in American society, it is imperative that governmental agencies in general and correctional organizations in particular reassess their policies, practices, and attitudes toward the hiring of

CURRENT EMPLOYMENT OF OFFENDERS/ EX-OFFENDERS BY LOCAL PROBATION AGENCIES

(Counties larger than 100,000)



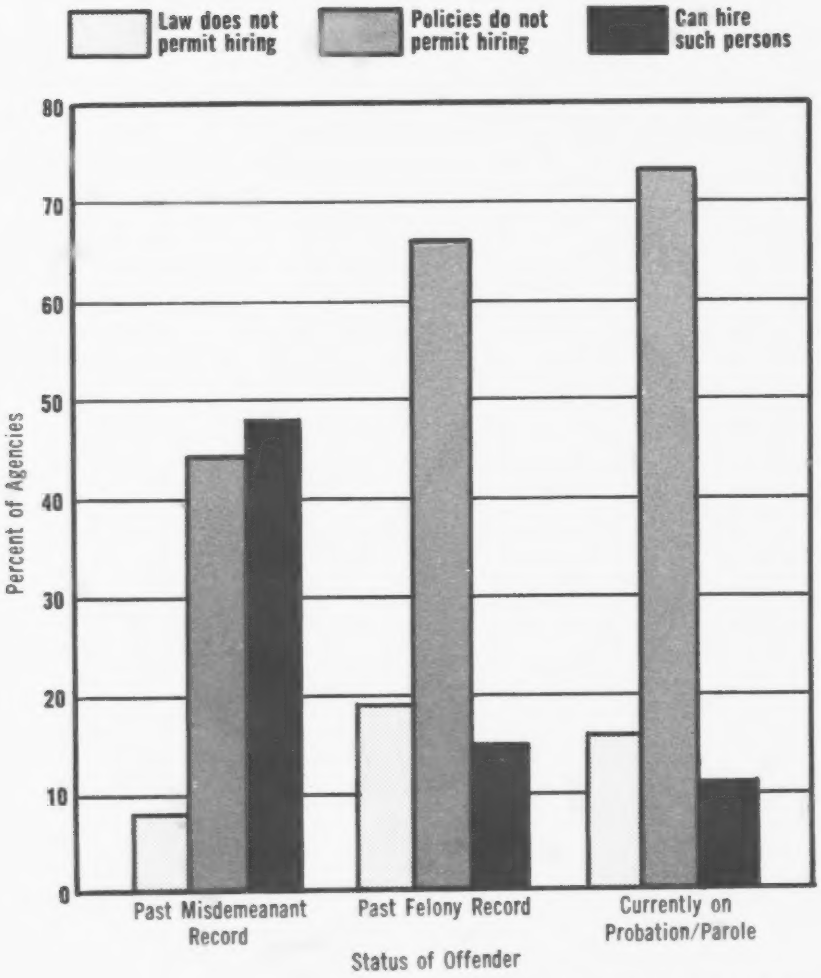
SOURCE: Joint Commission Surveys, 1968

offenders and ex-offenders. They must also work toward the lifting of bonding restrictions which often make ex-offenders ineligible to hold positions in correctional and other governmental agencies and in private industry.

The opening up of governmental systems as an employment prospect for offenders and ex-offenders brings with it a certain amount of risk. The public, as well as the hiring agencies, should be prepared for the fact that some will not work well as correctional employees. The same is true, however, of the general population from which corrections now recruits its personnel. The fear of failure should not cause governmental units to discriminate in hiring against those with criminal records. If meaningful job opportunities are to be made more accessible to offenders and ex-offenders, agencies' desire for success must be tempered by tolerance of a certain number of failures. Correctional agencies and other governmental units have a clear responsibility to set a pattern for less discriminatory employment practices in regard to offenders and ex-offenders.

HIRING POLICIES OF LOCAL PROBATION AGENCIES REGARDING OFFENDERS

(Counties larger than 100,000)



SOURCE: Joint Commission Surveys, 1968

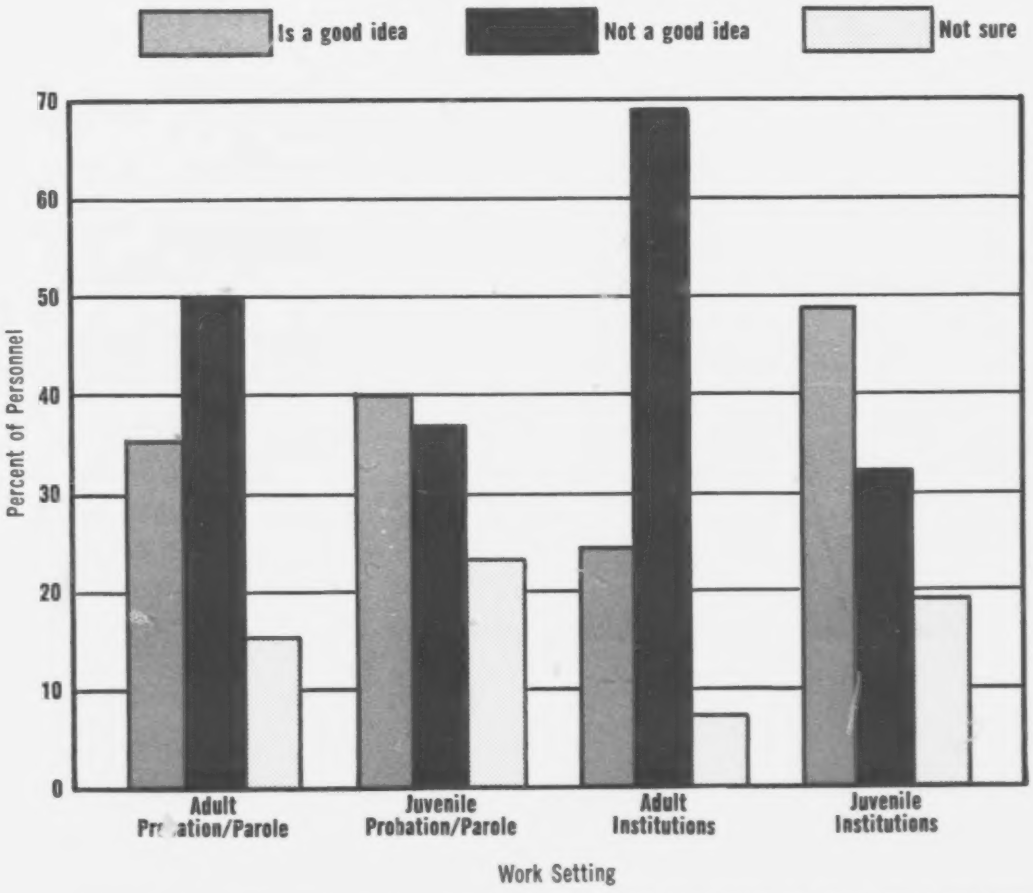
RECOMMENDATION:

Correctional agencies should reexamine their policies and practices regarding the employment of offenders and ex-offenders. Criminal records should not automatically prevent persons from being considered for employment in corrections. Increased experimentation is encouraged to delineate further the special contributions which can be made to corrections by those who have been through the system.

RECOMMENDATION:

Arbitrary bonding restrictions now commonly imposed upon offenders and ex-offenders, which prevent employers from hiring persons who are otherwise qualified, should be lifted. Bonding restrictions should be related specifically to the individual position rather than serving as a blanket indictment of all offenders and ex-offenders.

ATTITUDES OF CORRECTIONAL PERSONNEL
TOWARD HIRING OF EX-OFFENDERS
AS CORRECTIONAL WORKERS
(Based on National Sample)



SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

Personnel Development

Personnel policies of both private industry and progressive public agencies today recognize the need for employees throughout an organization to have ample opportunities to develop their capacity for high-quality performance. Important objectives of personnel development programs are to increase communication and give employees the satisfaction of doing a job well.

DEVELOPING CORRECTIONAL ADMINISTRATORS

A large majority of correctional administrators have gradually progressed to their present posts with little or no training in management or participation in staff development programs. As a result, correctional administration has evolved gradually as a field of practice, with little academic or other intellectual stimulation from the outside. Most present-day administrators grew up in the correctional system, and their educational and work experiences have not necessarily prepared them for managerial roles. There are few management development programs in correctional agencies and even fewer academic programs designed to prepare persons to assume careers as correctional managers.

Consequently, through no fault of their own, many correctional administrators today find themselves ill-equipped to cope with the complex problems of modern management. In many instances, correctional employees are promoted because of demonstrated competence to deal effectively with the problems of individual offenders and not because they have any special academic training, work experience, proven skills related to managing the work of others, or an ability to get things accomplished through other employees.

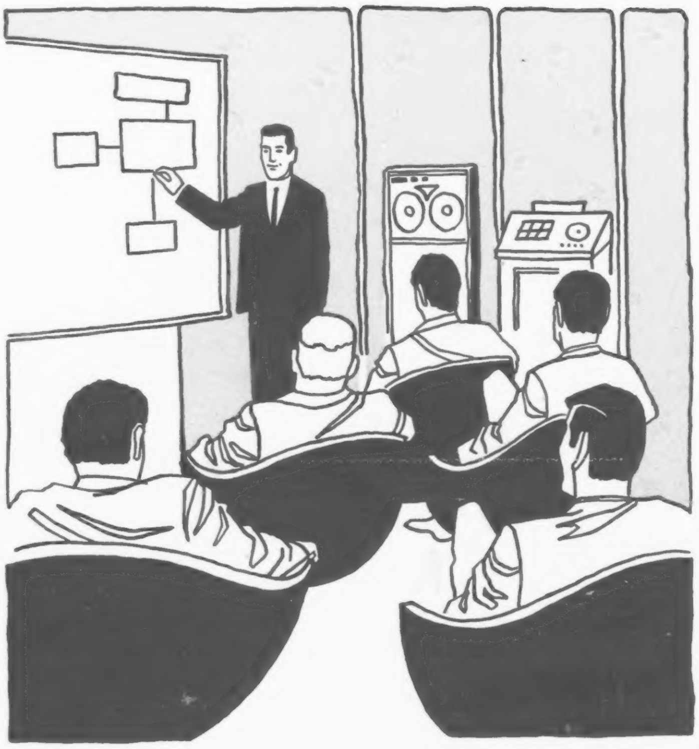
RECOMMENDATION:

Staff promotional policies of correctional agencies should be reassessed to place a greater stress on the possession of knowledge and skills in management processes. Candidates for promotion should also have a demonstrated ability to apply new knowledge and should be oriented toward the implementation of research and planned change.

To date, corrections has made only a minimal investment in the development of its administrators. Neither time nor resources have been made available for the development of personnel showing promise of becoming effective managers. The lack of financial and organizational commitment to planned development has left deficiencies which must be overcome rapidly if the correctional enterprise is to meet more adequately the demands being placed upon it by a troubled public.

While participation in management training programs was found by Joint Commission studies to be rather sparse, it was encouraging to note that most of those who had attended training sessions found them very helpful. In addition, a vast majority of correctional administrators feel it is worth while to look to universities and private industry for help in developing adequate management development programs. The willingness, if not eagerness, to look outside the system for help in developing training programs is a positive sign that such programs have great potential for providing fresh ideas. It is also an indication that new training programs would be administratively supported if adequate funds and resources could be made available.

Institutions of higher education, private industry, and a number of management development organizations have evolved sophisticated management training techniques which should be applied in the correctional field. The latest technology in the management development field should be utilized by corrections. Simulation exercises, management "games," and other computer-assisted training techniques which have been found effective in other sectors of government and business should be developed for the training of correctional administrators.



RECOMMENDATION:

Correctional agencies must develop, in conjunction with colleges and universities as well as the private sector, a range of management development programs including degree-oriented course work in administration and management seminars, workshops, and institutes. Efforts should be made to incorporate the latest techniques and technology in these programs.

The Search for New Knowledge

One of the problems contributing to the relatively small investment in management development has been the lack of a relevant and coherent body of knowledge readily available for feeding into educational and training programs for correctional administrators. While the research and literature in the private sector is extensive, there is scarcely any evidence of ongoing study and analysis of public institutions in general and correctional organizations in particular. But the peculiarities of governmental agencies and the special conditions prevailing in corrections make it essential that specific attention be devoted to increasing the understanding of the organizational environment in which correctional tasks are performed.

A major advance in this direction has been made in a study of correctional administrators conducted under Joint Commission auspices by the School of Public Administration at the University of Southern California. E. K. Nelson, formerly director of the task force on corrections of the President's Commission on Law Enforcement and Administration of Justice, directed this study of more than 400 correctional managers. The research effort was directed toward attempting to clarify what these managers are like, the roles they play, the problems they encounter, and the elements of knowledge and skill required for successful performance of their demanding duties. A complete analysis of the USC study is contained in a supporting document entitled *Developing Correctional Administrators.*

Highlights of Findings

The USC research results need to be viewed in the context of two broad contemporary movements. The first is the movement of the correctional field away from its isolating, institution-based system of custodial confinement and toward a goal of reintegrating the offender into the fabric of community life. The second is a quite profound shift in ways of thinking about the role of the administrator in American society and about the environment in which he works—a shift from past emphasis on structure and formal process and toward a concept of administrators as key agents of change working in open organizations which interact dynamically with agencies of government and the broader community.

The study indicates clearly that correctional administrators, for the most part, are organization-oriented. They tend to look inward toward the organization, responding to the norms and loyalties which it imposes, and are in touch only peripherally with the fast-moving outside world. They seem little aware of the efforts of the social and behavioral sciences to understand and explain deviant behavior and to develop concepts to guide intervention in that complex set of problems. They are also isolated from organized efforts to advance and refine a general understanding of administration, especially public administration.

Joining and Reading Habits: The USC project examined the kind and number of organizations to which the administrators belong and the journals which they read, since it was felt that these two dimensions of behavior constitute rather sensitive indicators of social and intellectual connections. The study reveals that about 80 percent of the administrators belong to one or both of the two large national correctional organizations, but few have joined educational, social welfare, behavioral, or management organizations. More than 60 percent read at least two correctional journals, but only 10 percent read journals other than correctional publications.

The USC project findings indicate that if the new requirements and goals of the field are to be understood and pursued, correctional administrators must be helped to become more cosmopolitan in their understandings of management precepts, of relevant social science theory and methodology, and of the distribution of power and resources in American society. Ways must be found to supply the time, opportunities, and motivation to bring the administrators into contact with the world of literature and ideas which relate to their work.

Work Relationships: Correctional administrators must work, in varying degrees, with certain outside groups such as the courts, legislatures or commission members, service and control agencies, the police, and parole boards. At their own discretion, they may also work with the mass media, academic institutions, special-interest groups, and related public and private agencies. Primary relationships, of course, are those with subordinates, superiors, peers, and offenders.

To determine how executives view their daily responsibilities and contacts, they were asked to rank their relationships in order of significance. As a whole, the administrators rank the relationships internal to the organization—those with subordinates, superiors, peers, and offenders, in that order—as most significant, with slight variations in emphasis among the various correctional settings. Probation and parole administrators deviate from the overall pattern, ranking the relationships with offenders seventh. Obviously, correctional administrators either do not recognize the need to work with groups outside the immediate internal organization, or they feel a disparity between need and actual performance.

Goals for Corrections: It is within the context of three often-conflicting goals—custody, treatment, and the reintegration of the offender into the community—that the administrator must carry on his work. In the USC study, executives were asked to indicate the present goals of their organizations and what goals they thought should have more emphasis.

As a goal, most administrators feel that restraint should be fairly strongly emphasized but that treatment should be emphasized much more than it is at present. More than 60 percent want treatment to be emphasized very strongly. The question of reintegration brings about the greatest disparity between the degree to which it is now emphasized and the degree to which it should be emphasized. More than half of the administrators think that reintegration is emphasized fairly strongly now, but more than 90 percent of them feel it should be emphasized strongly or very strongly. All feel it should be stressed much more than it is.

While the USC survey indicates considerable attention to change, it is obvious that today's administrators are far from unconcerned with the maintenance of the *status quo* in their systems. When findings dealing with change as against organizational maintenance were combined with an analysis of how the administrators use their time, it was found that the bulk of the executives' time actually goes into sustaining and protecting their organizations. Any program of education or training for managers must fill the apparent gap between desire to induce change and the capacity for inducing that change. Corrections is entering an era in which both correctional systems and the administrators who manage them must have a greater capability for bringing about the changes required to achieve the reintegration goal. Major changes will be required if such movement is to take place on a large scale—changes not only in the structure and function of correctional agencies but also in the way their needs are serviced by universities, personnel officials, and others concerned with manpower development.

MANAGEMENT SEMINAR

Managerial Development: Many disparate approaches are indicated in the development of correctional managers. No single discipline or professional field can hope to capture and lay claim to the reservoir of required knowledge and techniques. The modern correctional administrator should have within his reach, if not his immediate grasp, an understanding of the political process, a knowledge of group dynamics, sophistication concerning youthful and minority-group militance, and many more concerns of the times. Above all, he needs to acquire two kinds of capabilities which are now conspicuous by their absence: (1) he must develop an understanding of the generic substance of managerial functions and life within large, complex organizations; and (2) he must also develop a sensitivity to his external environment which will allow him to be more cosmopolitan rather than inward-looking in his approach to problems and solutions.

There is a need for intensification of relationships with organizations outside the core correctional system. Corrections needs to get ideas from agencies with analogous experience and to secure understanding and assistance from all sectors of organized society. In reintegrating the offender, it is clear that corrections and the community must work together.

RECOMMENDATION:

To broaden the perspectives of promising young correctional administrators, staff development programs should facilitate experience in such special activities as legislative committee work, comprehensive planning, university research, community development, and administrative and management consulting.

RECOMMENDATION:

The federal government should make funds available to the states to finance management development programs. Similarly, states should subsidize management development activities in local jurisdictions.

RECOMMENDATION:

Correctional agencies at all jurisdictional levels should adopt sound management development programs. In addition to a variety of training and development approaches to increase the knowledge and skills of present staff, consideration should be given to creative management trainee positions with ongoing development activities built in.

STAFF DEVELOPMENT

On the whole, the present state of correctional staff development programs must be regarded as primitive. Corrections has evidenced neither interest in nor financial support for well-conceived staff development programs. While private industry and other governmental services recognize the long-range payoff of such programs in manpower development, no similar appreciation is noted in corrections and those federal agencies which offer supportive resources to it.

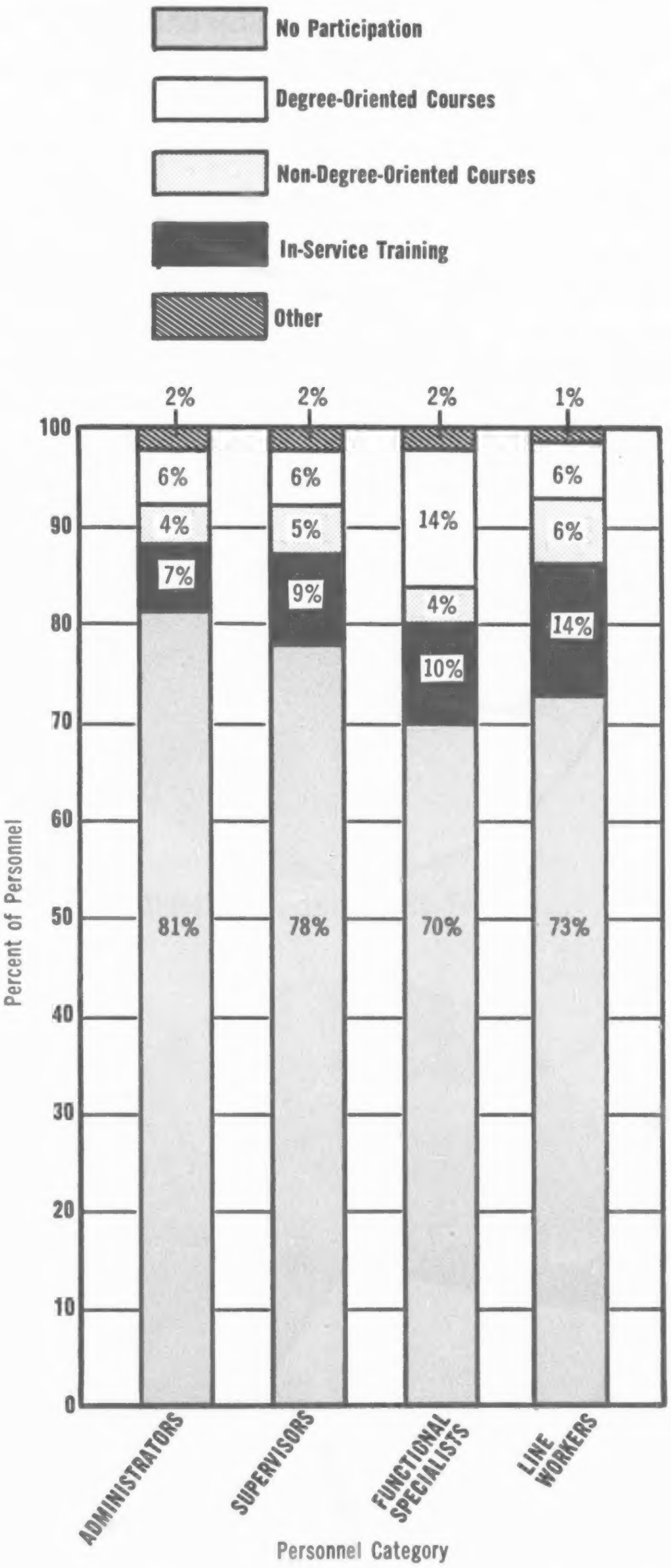
In its national survey of correctional personnel, the Joint Commission found that only 7 percent of all administrators, 9 percent of all supervisors, 10 percent of functional specialists, and 14 percent of institutional line workers were currently involved in an in-service training program. A special sub-sampling found that only 16 percent of the academic and vocational teachers, counselors, classification counselors. probation/parole officers, psychologists, and social workers were currently involved in similar agency-based programs.

A study of local probation departments revealed that 78 percent of the jurisdictions with more than 100,000 population provide in-service training programs for their new probation officers, but only 64 percent provide ongoing training opportunities for their experienced officers. Less than half provide such programs for their administrative and supervisory staffs. Thirty-five percent of the agencies in jurisdictions of under 100,000 provide training for experienced probation officers, while only 16 percent offer such programs for supervisors and administrators.

These figures denote merely the existence of some kind of

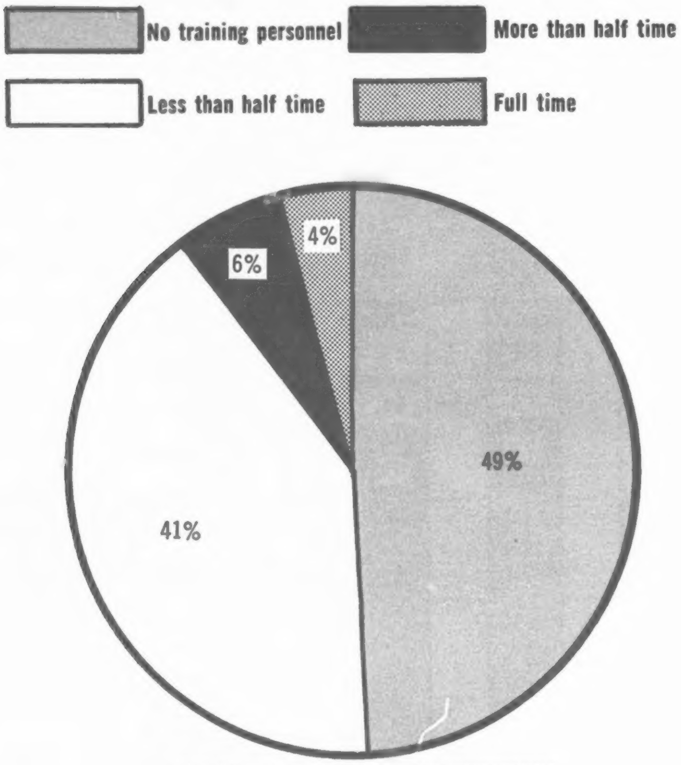
CURRENT PARTICIPATION OF CORRECTIONAL PERSONNEL IN ACADEMIC OR TRAINING PROGRAMS

(Based on National Sample)

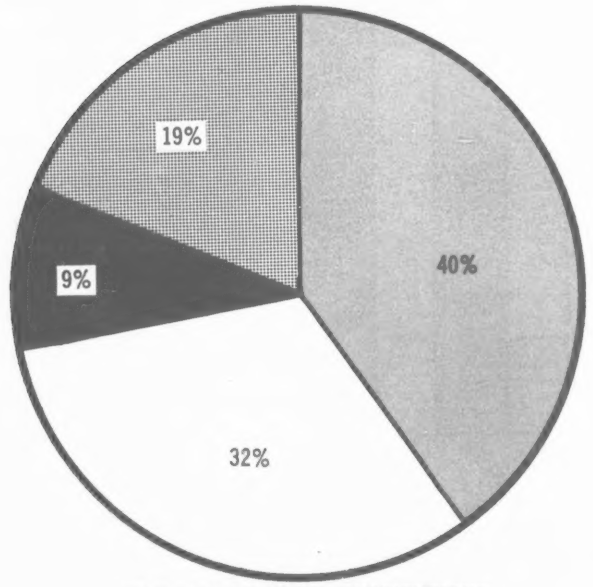


SOURCE: National personnel survey conducted for the Joint Commission by Louis Harris and Associates, 1968

TIME SPENT IN TRAINING DUTIES BY PERSON ASSIGNED STAFF TRAINING RESPONSIBILITY IN ADULT AND JUVENILE INSTITUTIONS



PERCENT OF JUVENILE INSTITUTIONS



PERCENT OF ADULT INSTITUTIONS

SOURCE: Joint Commission Surveys, 1967

orientation or training activity and in no way reflect the depth and quality of such programs. Site visits by Joint Commission staff revealed that very few agencies today have any semblance of a well-planned, sufficiently staffed, and adequately financed staff development program. A further insight into the dimensions of the training being offered in correctional agencies is seen in the responses of 94 state-level probation/parole agencies who were queried about the opportunities currently existing in their departments:

- 85 percent have on-the-job training programs.
- 54 percent offer time off for employees attending classes at colleges and universities.
- 33 percent provide tuition subsidy for college or university course work.
- 22 percent provide a few educational leaves on full salary.
- 12 percent have personnel exchange programs with other agencies.
- 8 percent have no staff development programs at all.

Eighty-seven percent of these agencies reported that staff development programs were supported by their regular agency budget. Only 13 percent reported receiving federal funds for staff development.

The pattern in adult and juvenile correctional institutions is worse. Forty percent of the adult institutions, according to the respondents, have no training personnel at all. Nineteen percent have a full-time training officer, while 32 percent have training functions performed by persons devoting less than half their time to such duties. Forty-nine percent of the juvenile institutions report having no training personnel. Four percent have full-time training staff positions, while 41 percent have the services of persons devoting less than half-time to training activities.

Considerable outside assistance will be required to increase state and local correctional agency training capability. Sizeable amounts of federal and state funds are essential to stimulate the development of training programs, and agency trainers will need much technical assistance in order to develop adequate programs.

Since both agency-based and academically sponsored training programs have very few training materials specifically related to corrections, the development of relevant training techniques and materials is as crucial as the development of trainers to conduct the programs.

RECOMMENDATION:

A network of national, regional, and state training centers should be created to develop training programs and materials as well as to provide technical assistance and other supportive

aids to correctional agencies. Such centers should have manpower development rather than a limited definition of training as their focus, and should develop close working relationships with colleges and universities as well as with private training organizations. Federal and state funds are urgently required for the development and ongoing support of these centers.

RECOMMENDATION:

Greatly increased federal and state funding should be made available to those correctional agencies already sponsoring training units to allow for the expansion of training libraries, the development of training materials, and the securing of part-time faculty and guest lecturers in order to give greater depth to the training.

Instructional Technology

Instructional technology in this country has reached a point where methods and techniques used successfully in other areas can be applied immediately to corrections. Modern videotape equipment, which combines many of the advantages of film and closed-circuit television, is now compact and inexpensive enough for widespread use. Video-taped material can be broadcast live as it is being filmed, can be replayed instantly, and can be stored for repeated use. Instructional tapes for use with such equipment are now available commercially.

A corollary to audio-visual group instruction is individualized learning by use of various teaching machines. Although the original enthusiasm for this movement, which allows the student to learn at his own pace from highly structured material, has dwindled in recent years, the principle has recently been revived in the form of computer-assisted instruction (CAI).

The computer has almost unlimited potential for the development of a true multi-media approach to learning with maximum interaction between student and computer. While CAI on an individual basis is now largely restricted to research centers because of the expense, it can also be a valuable tool in group instruction.

Some educators have already linked their classes with a central computer installation through a teletypewriter in the classroom and can call upon the computer at will to present a previously developed sequence of instructional material. Simplified programming languages have been developed, so that teachers with a knowledge of programming can write and revise their own programs, which are then stored in the central computer installation.

Programmed instruction can be an invaluable aid in training adults who are no longer at home in the classroom as well as an important aid to school dropouts who have experienced nothing but failure during their school careers. Because the learner paces himself and is reinforced at every

step by answering easy questions correctly, he has little opportunity to fail. Since he is working individually, when failures do occur, they are private.

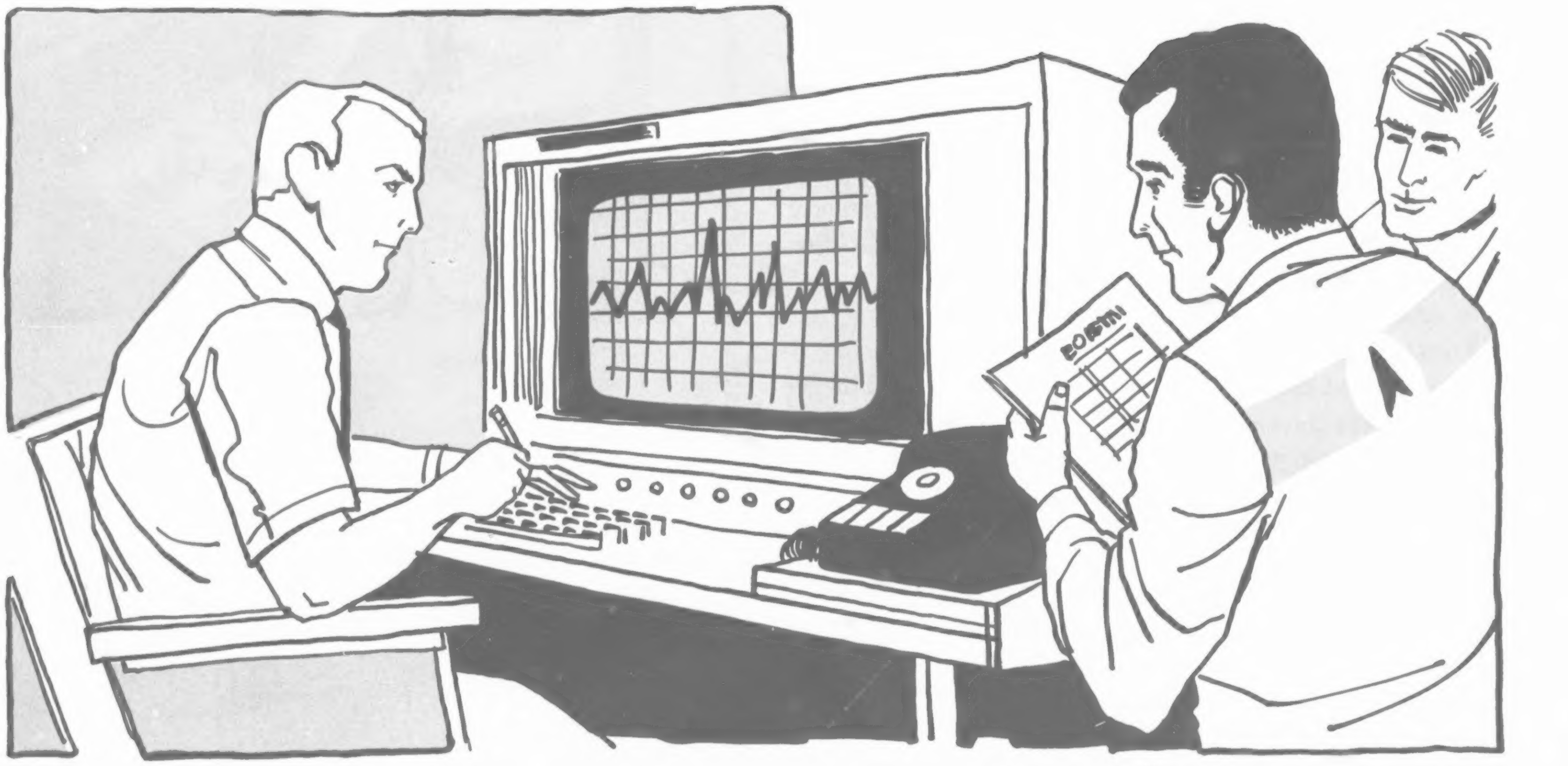
There exists today an infinite variety of equipment which can be used to facilitate any learning situation. Its effectiveness depends, of course, on the quality of the instructional material. There is, unfortunately, a dearth of materials designed specifically for correctional personnel, and attention should be directed toward development of such materials.

RECOMMENDATION:

Colleges, universities, and private organizations with experience and capabilities in the training field should develop "training of trainers" programs in order to meet the emergent need for adequately prepared training staffs in correctional agencies. Such programs should be financed through federal and state funding. Funds should also be made available for the development of special programmed instruction materials suitable for use by correctional agencies.

RECOMMENDATION:

Federal and state funds should be made available to agency training units to provide for the purchase and/or lease of modern training equipment.



A Look Ahead

No planning for the future of corrections can be done without giving careful thought to the probable nature of the correctional population. Consideration must be given also to trends in American society which are likely to have an effect on the tasks of corrections in the years ahead.

OFFENDERS TODAY AND TOMORROW

Much more is known today about the offender population in its aggregate form than in terms of specifics. The Joint Commission has found an appalling lack of systematized information on the characteristics of offenders.

There is no simple way to sum up what is actually known about offenders as individuals. As the President's Commission on Law Enforcement and Administration of Justice pointed out, there are striking differences among them. Some seem firmly committed to crime as a way of life. Many more apparently have quite conventional values. Still others appear to be aimless and uncommitted to any clear-cut goals. Among the offender population are the psychologically disturbed, alcoholics, drug addicts, seniles, and persons who have been caught up in cycles of poverty and unemployment.

Correctional planners are greatly concerned by the fact that many of today's offenders are young, unschooled, and without significant work experiences. Furthermore, many come from the urban slums, and a large number are members of minority groups that suffer economic and social deprivation. Current trends in American society seem to indicate that some of these traits may characterize even larger proportions of offenders in the future.

About a third of offenders in institutions and community programs today are juveniles, in the legal sense of that term. A majority of all arrests for major crimes against property are of people under 18 years of age, according to the FBI's *Uniform Crime Reports.* This age group also accounts for a substantial proportion of arrests for major crimes against the person. Beyond all this, recidivism rates for young offenders are generally higher than those for the older correctional population.

DISTRIBUTION OF OFFENDERS*

By Setting	N	%
Institutions	268,560	24
Probation/Parole	835,838	75
Juvenile Detention	10,749	
Total	1,115,147	100%

By Jurisdiction	N	%
Federal	57,479	5
State	539,482	48
Local	518,186	47
Total	1,115,147	100%

By Age and Sex	N	%
Adult Male	666,121	60
Adult Female	69,515	6
Juvenile Male	284,889	26
Juvenile Female	94,622	8
Total	1,115,147	100%

* The figures shown have been extrapolated from J
Commission surveys conducted during 1967-1968.

PROJECTED DISTRIBUTION OF OFFENDERS FOR 1975

By Setting	N	%
Institutions	300,000	18
Probation/Parole	1,320,000	81
Juvenile Detention	20,000	1
TOTAL	1,640,000	100%

By Age	N	%
Adults	1,060,000	65
Juveniles	580,000	35
TOTAL	1,640,000	100%

SOURCE The President's Commission on Law Enforcement and Administration of Justice, TASK FORCE REPORT: CORRECTIONS (Washington: Government Printing Office, 1968) p. 3. The Task Force notes that these numbers are estimates and could deviate by several thousand either way.

Projections of the general population indicate that the group of persons aged 15 to 44 will increase very rapidly. While total population will have increased 41 percent between 1960 and 1985, the rate for the 15-to-44 age group is projected at 57 percent. In the metropolitan areas, the prospects are for a 75 percent increase in the 15-to-44 group.

Of even greater consequence is the projection that, between 1960 and 1985, non-whites in the 15-to-44 bracket will nearly double in number. They are expected to increase 92 percent, as compared with 53 percent for whites in the same age group.

Demographers for the National Commission on Urban Problems believe inner cities in 1985 will be largely black. While 48 percent of the whites resident in metropolitan areas in 1960 lived in the inner cities, only 30 percent are expected to live there in 1985. Of the nonwhite residents of metropolitan areas in 1960, 78 percent lived in the inner cities. By 1985, the proportion is expected to drop only 3 percentage points, to 75.

Inner cities supply corrections with many of its clients. According to the FBI's 1968 national Crime Index, rates of crime were nearly six times higher in the larger cities than in rural areas, and the highest rates were generally found in the slums of the inner city.

The tasks of corrections and those who would educate and train personnel for the field seem clear. Corrections must recruit, train, and utilize effectively a wide range of specialists in order to cope with the special problems of offenders and potential offenders of the inner city. At the same time, universities and colleges must intensify their efforts to tailor curriculum and educational methods to the inner city's special requirements.

MEETING MAJOR NEEDS OF OFFENDERS

From this brief look at the offenders of today and prospects for tomorrow, it is possible to identify several needs which are common to large groups of offenders.

Jobs

If offenders have been employed at all, they are likely to have had low-level jobs and irregular work histories. An analysis of census information made by the U.S. Department of Labor revealed that only 14 percent of institutionalized adult offenders in 1960 had previously held white-collar jobs. For the general labor force the white-collar percentage was 46. Nearly one-third of the offenders had been unskilled laborers.

Especially important is the history of failure in the job market *after* leaving correctional institutions. Glaser's study of released federal offenders published in 1964 documents this trend. During the first month after release from prison, only about one-fourth of the offenders (23 percent) were able to obtain anything approaching full-time employment; and by the end of three months, the figure went up only to 40 percent. Even those who were employed were likely to be employed only in low-status blue-collar work.

The same study made evident two other vital facts. First, post-release success was highly related to employment of released offenders; that is, a significant proportion of those who were returned to the correctional system as repeaters had had difficulty in getting and holding jobs. Second, attempts to provide employment training in prison were largely ineffective. Less than 20 percent of even those who were successful on parole were using the prison training for related jobs after their release.

There is growing evidence that employment and appropriate training for relevant job opportunities are significant variables in the prediction of correctional outcomes. Neither of these factors, however, has received enough attention from corrections to date. Both require funds and manpower considerably beyond those presently being allotted to perform rehabilitative tasks.

Schooling

Contemporary America has become a credential-oriented society, where the growing and financially rewarding occupations require increasingly high levels of formal education. Against this backdrop the low levels of educational attain-

ment among offenders stand out. Census data show that over half (55 percent) of adult felony inmates in 1960 had not gone beyond elementary school.

Education is especially important for juvenile offenders. When legal restrictions forbid employment of youngsters, the adolescent's standing in school comes to occupy a central place in fixing his identity. There is mounting evidence that the problems of delinquents are complicated by schools which have been unable to offer programs designed to increase their motivation and commitment to the importance of formal education.

Services for the Inner City

A cluster of conditions common in the inner city makes the correctional task especially difficult. A recent report on equal opportunity by the U.S. Office of Education provides ample evidence that not only are schools in such areas dilapidated, facilities inadequate, and resources poor but also that the children who go through these schools progressively fall behind students who attend schools elsewhere.

Given inadequate education, the high rate of unemployment in the inner city, particularly among the young, should be no surprise. Rates of unemployment are particularly high in such areas for persons between the ages of 16 and 19.

Other investigations have shown that in the central areas of cities, housing is progressively deteriorating, and contrary to the general upward trend in family income in the nation, the family purchasing power of slum residents has declined in recent years.

Planning to Meet Needs

The problem of correctional planning for inner cities is quite complex. Programs must be designed to make up for inadequate education and work experience.

It may be deceptive, however, to think only of inner-city problems in these terms. Planning for rural areas, for example, must consider such problems as the sharp decline in agricultural employment that makes the returning offender highly vulnerable. In addition, the limitations on public funds imposed by the low tax base of many rural areas work against the development of correctional programs.

However diverse the offender population and however complex the forces that generate criminal and delinquent behavior, a number of dimensions of correctional programming seems obvious. One imperative is to improve greatly the employment, educational, and training opportunities available to offenders, especially those from the central city.

With more and more of the correctional process moving into the community, ways must be sought to link offenders with ongoing education and employment preparation there. Rather than running the risk of further stigmatizing offenders with programs serving them alone, opportunities should be developed for offenders to take part in existing community programs or special programs in existing schools and agencies developed in collaboration with correctional agencies.

RECOMMENDATION:

State and local agencies providing such basic services as education, employment assistance, job training, vocational rehabilitation, vocational education, health, and legal aid should expand their programs to insure that a greatly increased level of service is made available to offenders in the community and in correctional institutions. Where required, legislative amendments should be sought in order to insure that federally sponsored programs earmark funds for explicit use in increasing the scope and depth of such services to offenders.

RECOMMENDATION:

Whenever feasible, future correctional facilities should be located near centers of business, commerce, and education, in order to facilitate linkages between offenders and the community and its resources.

LEGAL CONSIDERATIONS

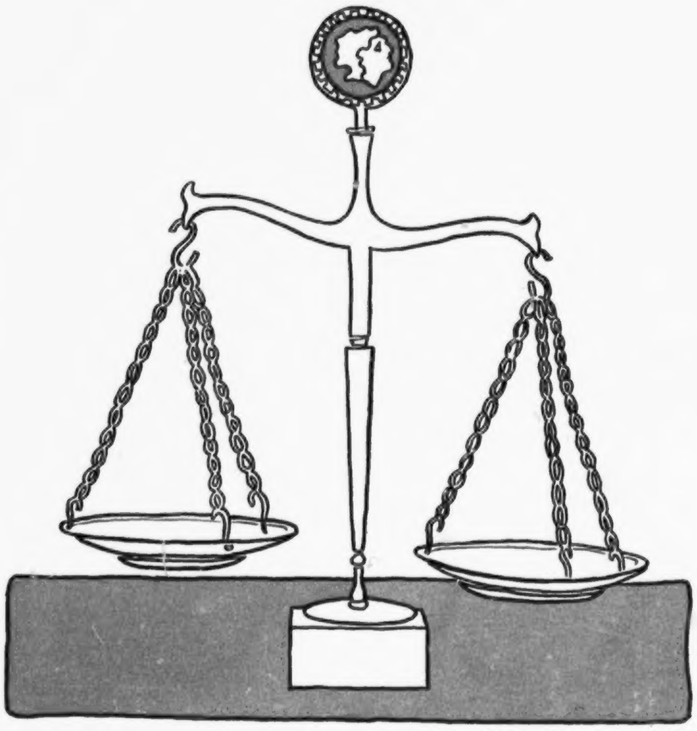
Until recently, those who work in our correctional systems could be quite confident that they were free to pursue the varied goals of corrections by virtually any techniques they deemed appropriate. While it is true that there was internal scrutiny and review, and legislative committees or citizen groups might ask questions on occasion, the courts rarely interfered, and legislative guidelines on basic policy or decision-making criteria were nonexistent or so vague as to be nonexistent in effect.

This situation has not changed drastically, but there are some clear signs that the adult and juvenile correctional processes—for example, the imposition, execution of, and relief from criminal sanctions—no longer will remain outside the domain of the rule of the law. This is neither idle speculation nor wishful thinking. It is a reasonable prediction based on such factors as the increase in the volume and the variety of challenge to correctional decision-making and treatment in the courts; the findings and recommendations of the President's Commission on Law Enforcement and Administration of Justice on the necessity for fair procedures after conviction; the increasing concern about corrections in legal education and legal scholarship; concern in the legislatures as a result of increased public awareness of crime and its consequences; and the public exposure of questionable practices in some correctional systems. Legal

changes and the challenges they pose to contemporary American corrections are delineated in detail in two Joint Commission consultants' papers, *The Legal Challenge to Corrections: Implications for Manpower and Training,* and *The Future of the Juvenile Court: Implications for Correctional Manpower and Training.*

It should be understood that corrections has not suddenly been singled out and made the object of legal concern. The entire criminal justice process is undergoing greater scrutiny. Indeed, beyond the criminal justice system, important legal events are occurring in other social institutions which should be of interest to corrections. Concern over how agents of government make decisions and how government seeks to extend its aid or to apply its sanctions is occurring on a broad front. In the Joint Commission's survey of correctional personnel, nearly half of the respondents felt that more legal training and awareness of legal procedures would be helpful to them in their work.

In its zeal to get on with the job of trying to rehabilitate people, corrections cannot afford to lose sight of the legal changes occurring in this field. If corrections can mobilize itself prior to any legal crisis, one can predict that it will be able to control its destiny to a far greater extent than if it waits for the crisis to occur.



RECOMMENDATION:

Correctional agencies should contract with schools of law and individual faculty members to conduct training programs, seminars, and institutes for all correctional employees who work directly with offenders which would include basic legal concepts of due process, offenders' rights, and recent legal trends.

RECOMMENDATION:

Law schools should be encouraged to expand their curriculum to include courses in crime, delinquency, corrections, and juvenile court law for those students desiring to pursue careers in legal work within or relating to corrections. Internship programs should be established in conjunction with correctional agencies.

RECOMMENDATION:

Correctional agencies should add legal specialists to their staffs, not only to serve as agency advisors but also to provide legal assistance to offenders regarding civil matters.

RECOMMENDATION:

A model code of correctional procedure should be formulated and its adoption pursued. The code would provide the necessary guidance for correctional decision-making processes involving offenders. A panel to draft such a code should include judges, lawyers, correctional administrators, academicians, and lay citizens.

PRIVATE INDUSTRY AS A RESOURCE

In recent years national attention has focused upon the ways in which government and private industry may collaborate more effectively to cope with the urgency of America's social problems. For corrections, this trend means that the range of its sources of assistance has increased greatly. While few correctional agencies have yet availed themselves of private industry's ample resources, the potential range of assistance to corrections is becoming reasonably clear.

JOBS, the program of the National Alliance of Businessmen whose objective is to bring 500,000 of the nation's hard-core unemployed into meaningful occupations, is bound to have some immediate payoff for corrections. For the hard-core unemployed are often clients of corrections or are likely to be if work opportunities are not made available.

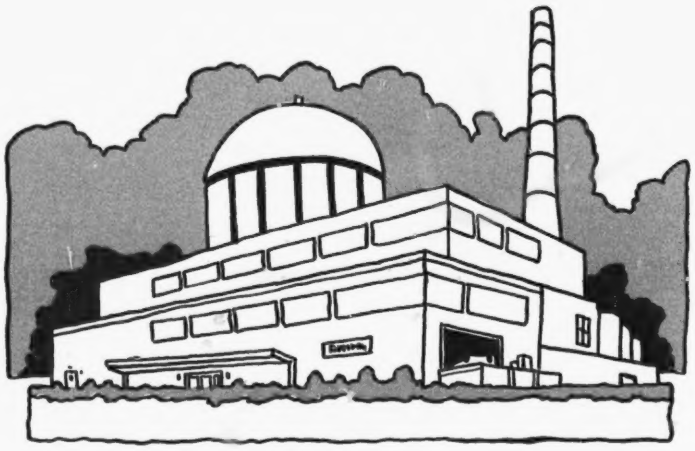
Many firms today are capable of providing services to corrections if the field had sufficient funds to purchase them. Areas in which private industry can become regularly and effectively involved include vocational training and work programs, basic education, research and development, and ongoing staff development. These are all areas in which industry has the appropriate knowledge, skills, experience, and work settings to make significant contributions to corrections.

Engaging private industry to carry out program functions in correctional settings has the added advantage of linking corrections to the community. Working with corrections in this manner should advance public understanding, support, and commitment of resources to corrections. The concept of reintegration of offenders into the community includes the implicit assumption that as many community structures as possible are to be involved in one way or the other in the correctional task. The inclusion of the private sector adds a potentially powerful ally to corrections' now rather than meager support group.

The resources of the private foundation also should become more accessible to correctional agencies. Thus far, the foundations in the main have shown little interest in correctional rehabilitation or in crime and delinquency prevention activities. Their sustained interest and support should be sought to advance experimental programs which might fall beyond the realm of normal program funding.

RECOMMENDATION:

Correctional agencies should utilize more fully the resources of private industry. In areas such as management development, research, basic education, and job training for offenders, the private sector may be able to provide considerable assistance to corrections. Federal and state funding should be made available



to correctional agencies to facilitate contracting for those services which might better be performed by private industry.

RECOMMENDATION:

The private foundations should be encouraged to take a greater interest in the problems of corrections and in the education and development of its manpower. Financial assistance for the development of innovative programs should be sought from the foundations.

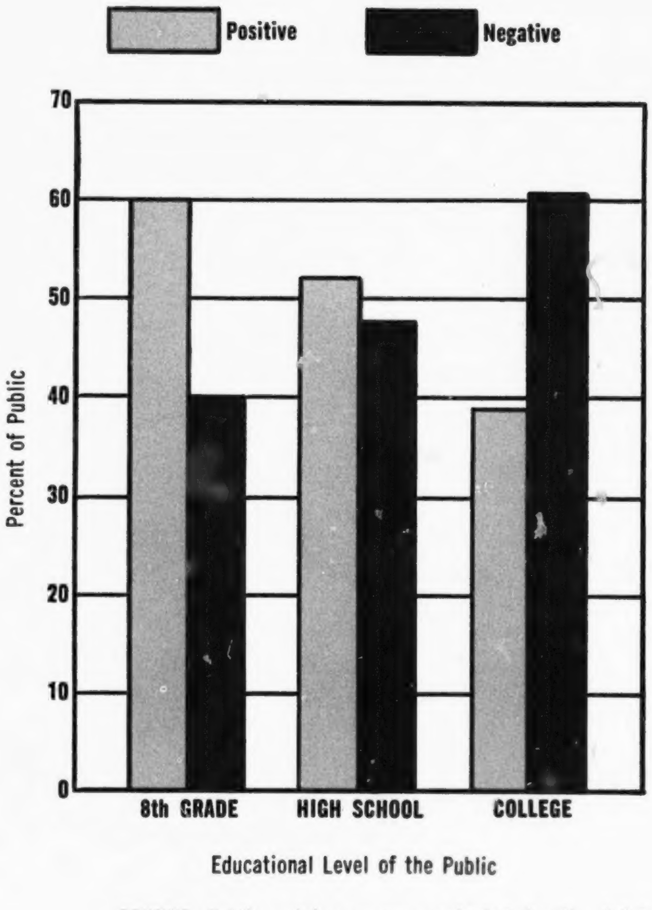
PUBLIC ATTITUDES AND EXPECTATIONS

The attitudes and perceptions of the public toward crime, corrections, and the administration of justice are central to the achievement of the rehabilitative and reintegrative goals of corrections. To assess public feelings and opinions in these areas the Joint Commission asked the firm of Louis Harris and Associates to conduct a public opinion poll of a national sample of adults and teenagers. The major findings of that important survey are set forth in the Joint Commission document, *The Public Looks at Crime and Corrections.*

Highlights of the survey include the following:

- The American public is aroused over the growing incidence of crime in this country. Eighty-nine percent of those surveyed claim that crime rates have increased, or at least not decreased, in their areas in recent years.
- A general feeling prevails that our system of law enforcement does not really discourage people from committing crimes. Over six in ten adults have this opinion.
- Only half of the adult public (51 percent) believe that the nation's prison systems have done a good job in helping to deal with the problem of crime.
- Interestingly, while 48 percent feel that rehabilitation is the major focus of prisons today, 72 percent feel this *should be* the main emphasis.
- Similarly, while 24 percent feel the main emphasis in prisons today is protection of society, only 12 percent say protecting society is what the emphasis should be in the future.
- Only 7 percent feel that the main emphasis in prisons should be punishment.
- While the public understands and supports rehabilitation as the primary goal for correctional agencies, only 5 percent feel that corrections has been "very successful" in rehabilitating criminals. However, 49 percent say "somewhat successful."
- One in five believes that "time in prison will often turn someone who is not really bad into a hardened criminal."

THE PUBLIC'S EVALUATION OF THE EFFECTIVENESS OF CORRECTIONAL INSTITUTIONS IN HELPING TO DEAL WITH THE PROBLEM OF CRIME
(Based on National Sample)



SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

Community-Based Programs Receive Little Success

One might have expected a public disillusioned with this country's penal institutions to support community-based alternatives as a more satisfactory method of rehabilitating offenders, but the responses with regard to appropriate dispositions of hypothetical offenses showed very little support for the use of probation. For example, when asked about the best way to deal with a 25-year-old burglar, only 20 percent selected probation. Fifty-seven percent chose a short-term sentence with parole; 15 percent selected a long sentence; 8 percent said they were not sure. The use of probation for juveniles, on the other hand, received wide support.

The concept of the halfway house was approved by about 8 in 10 of those interviewed. While support is clearly heavy for the *idea,* only 50 percent personally favored a halfway house being established in their neighborhoods. Significantly, when those interviewed were asked how people in their neighborhood would feel about such an idea, support fell away; by better than two to one people felt most of the neighborhood would be against it.

Public Uneasy About Offenders

It is clear that people are uneasy about having offenders in their midst. They express fear about the trouble offenders might cause and the bad influence that might result, particularly on the young.

While reintegration of the offender into society is recognized as a major problem (60 percent see finding employment as a serious problem for offenders and 42 percent see being accepted and trusted in the community as a problem), there is little apparent awareness of how their own attitudes contribute to offenders' problems.

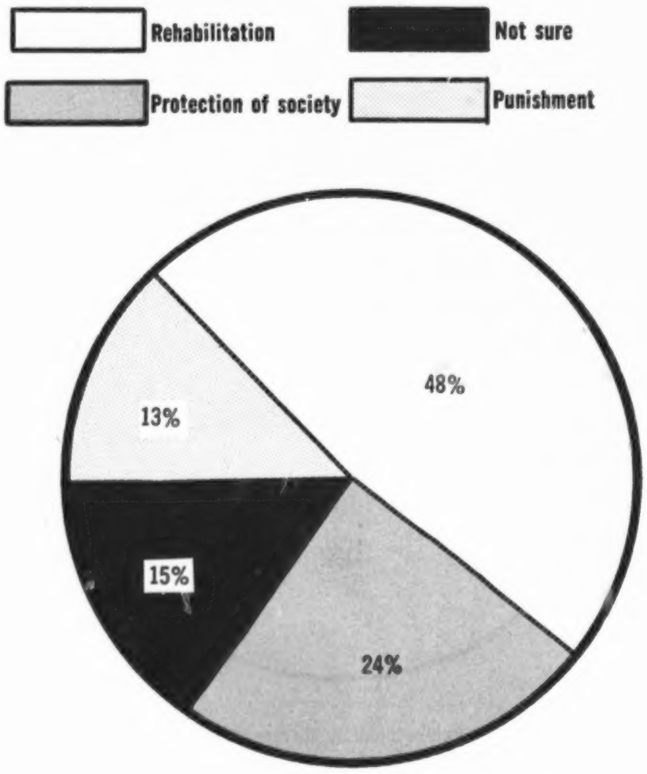
A series of questions probing public attitudes on acceptance of offenders in a diverse range of social and business relationships revealed the depth of adverse public attitudes toward offenders. Forty-three percent admitted they would hesitate to hire an offender who had shot someone in an armed robbery, even as a janitor; 54 percent would hesitate hiring him as a salesman; 63 percent, as a supervisor; and 71 percent, as a clerk who handled money. Even the person who had served time for passing bad checks was viewed with considerable apprehension. Twenty-two percent stated they would hesitate hiring him as a janitor; 53 percent, as a salesman; 54 percent, as a supervisor; and 68 percent, as a clerk who handled money.

Public Reluctant to Pay for Increasing Services

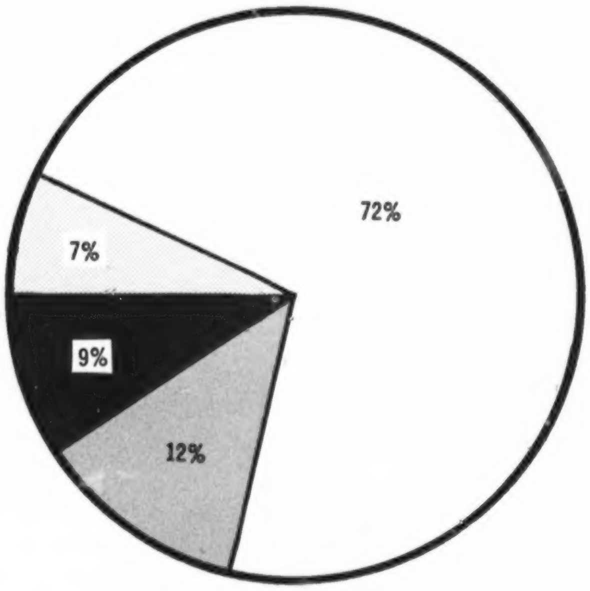
The public generally feels that not enough help is given to offenders in receiving psychological care, finding a place

THE PUBLIC'S PERCEPTION OF WHAT IS AND FEELING ABOUT WHAT SHOULD BE THE MAIN EMPHASIS IN CORRECTIONAL INSTITUTIONS

(Based on National Sample)



Main Emphasis Is

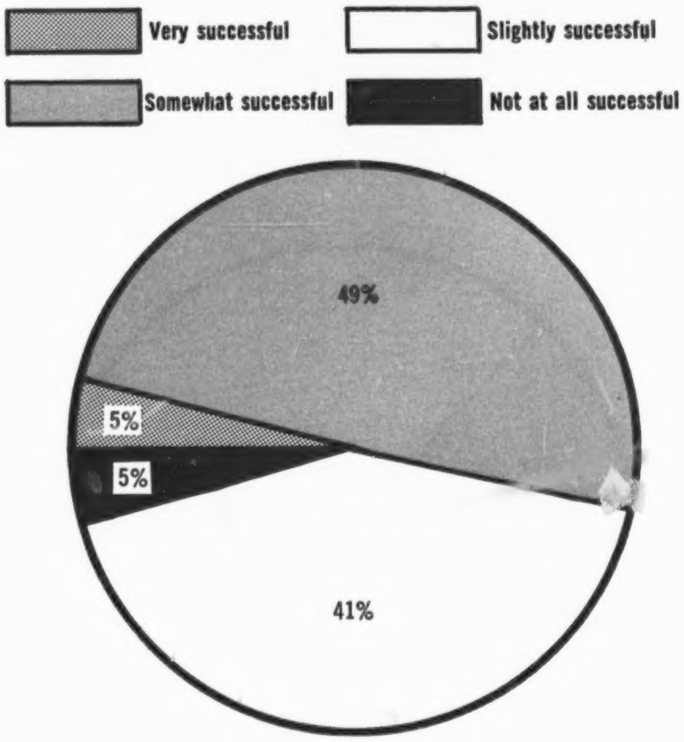


Main Emphasis Should Be

SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

THE PUBLIC'S EVALUATION OF THE DEGREE OF SUCCESS OF THE CORRECTIONAL SYSTEM IN REHABILITATING OFFENDERS

(Based on National Sample)



SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

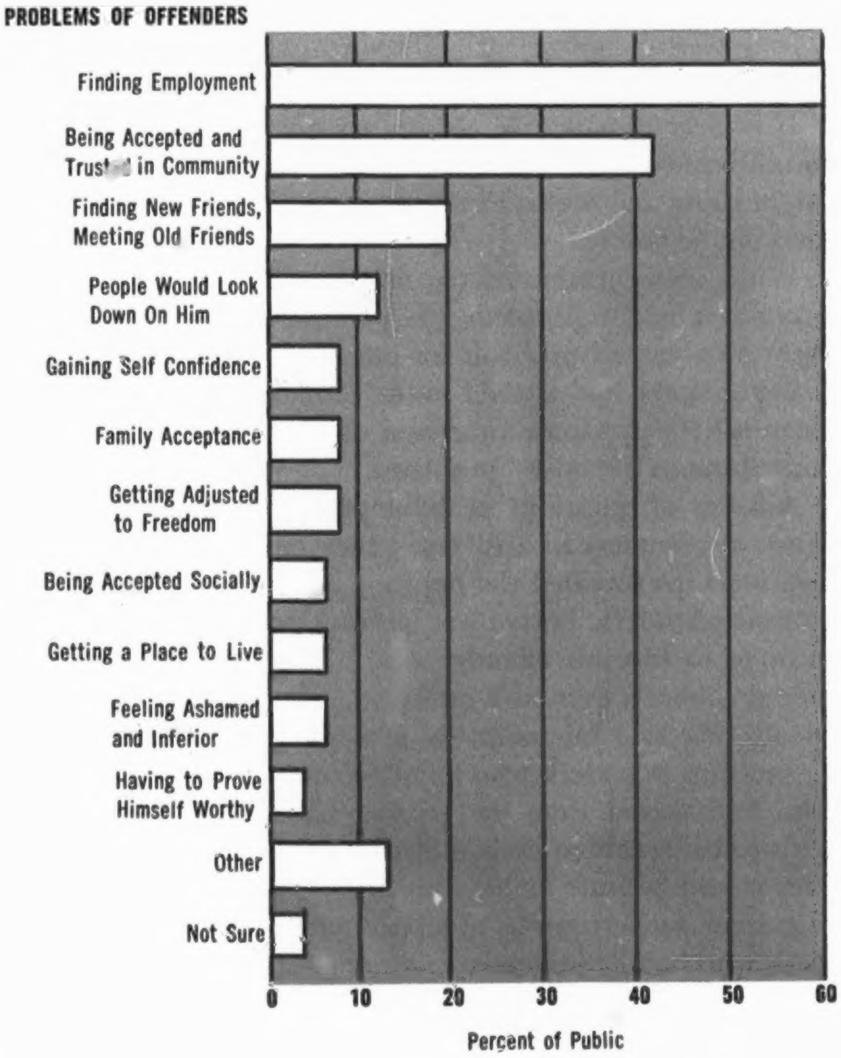
to live, keeping out of trouble, being trained for useful work, or obtaining decent jobs. But it is generally unwilling to pay the price for increasing such services.

When the respondents were given a list of 10 different areas of federal spending and asked in which one they would most like to see spending increased, correctional rehabilitation programs finished a poor sixth. Only 3 percent placed correctional rehabilitation first. However, federal spending to combat juvenile delinquency was ranked second only to spending for education.

Asked specifically whether more money should be spent

THE PUBLIC'S PERCEPTION OF PROBLEMS FACED BY OFFENDERS IN READJUSTING TO SOCIETY

(Based on National Sample)



SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

on "prison systems and correctional rehabilitation programs," 43 percent of the sample favored more spending, 40 percent opposed more spending, and 17 percent were unsure. But only 33 percent said they would support higher taxes in order to pay for correctional rehabilitation programs, 59 percent said they would not, and 8 percent were not sure.

Corrections Not Seen as a Desirable Occupation

When asked how much confidence they have in 11 occupations, adults rated correctional rehabilitation workers even with college teachers, midway between the highest rating (clergy) and the lowest (lawyers). Teenagers, on the other hand, rated correctional rehabilitation workers next to last, along with social workers. Only 13 percent of the adult public would recommend correctional rehabilitation as a career to young people. Just 1 percent of teenagers had seriously considered corrections as a career.

THE PUBLIC'S WILLINGNESS TO HIRE EX-OFFENDERS FOR SELECTED JOBS

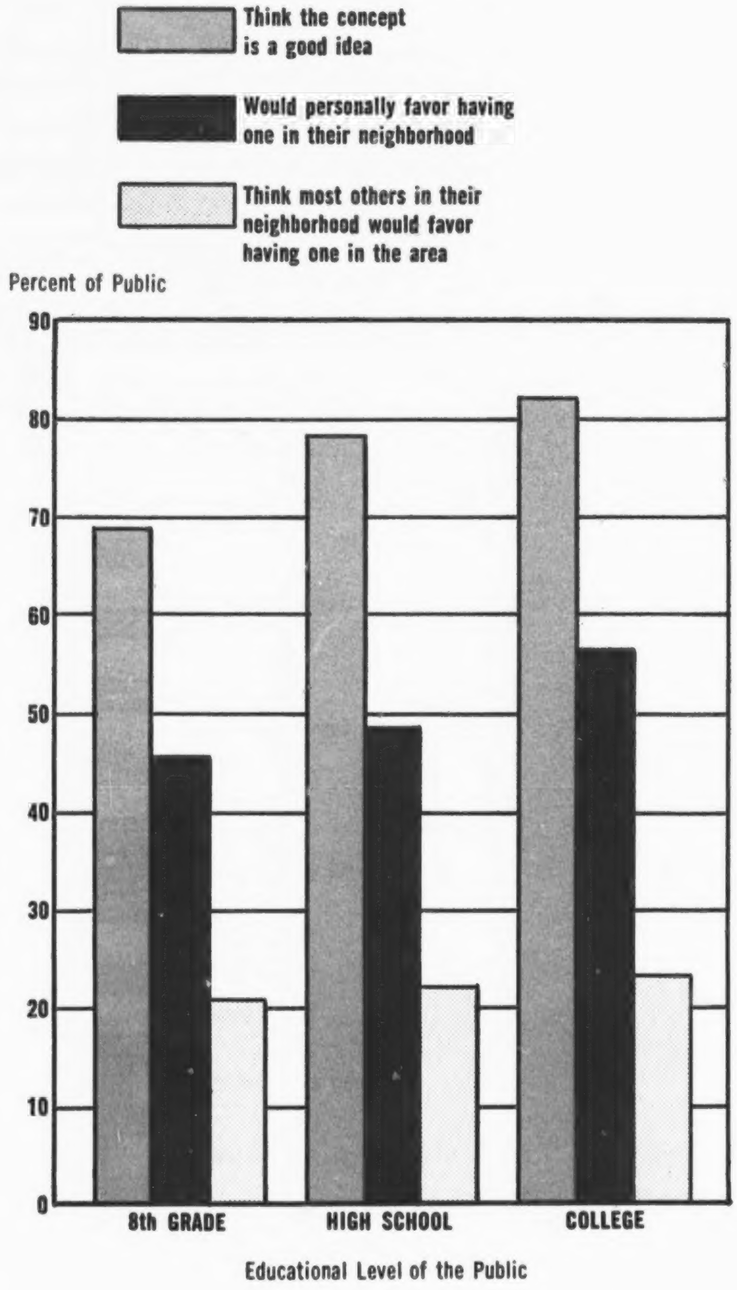
(Based on National Sample)

POTENTIAL JOB	Ex-offender who Shot someone in an armed robbery %	Ex-offender who Passed bad checks %
JANITOR		
Hesitate	43	22
Not hesitate	50	73
Not sure	7	5
PRODUCTION WORKER		
Hesitate	35	21
Not hesitate	57	73
Not sure	8	6
CLERK HANDLING MONEY		
Hesitate	71	68
Not hesitate	22	25
Not sure	7	7
SALESMAN		
Hesitate	54	53
Not hesitate	36	39
Not sure	10	8
SUPERVISOR		
Hesitate	63	54
Not hesitate	27	37
Not sure	10	9

SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

THE PUBLIC'S ATTITUDE REGARDING HALFWAY HOUSES

(Based on National Sample)

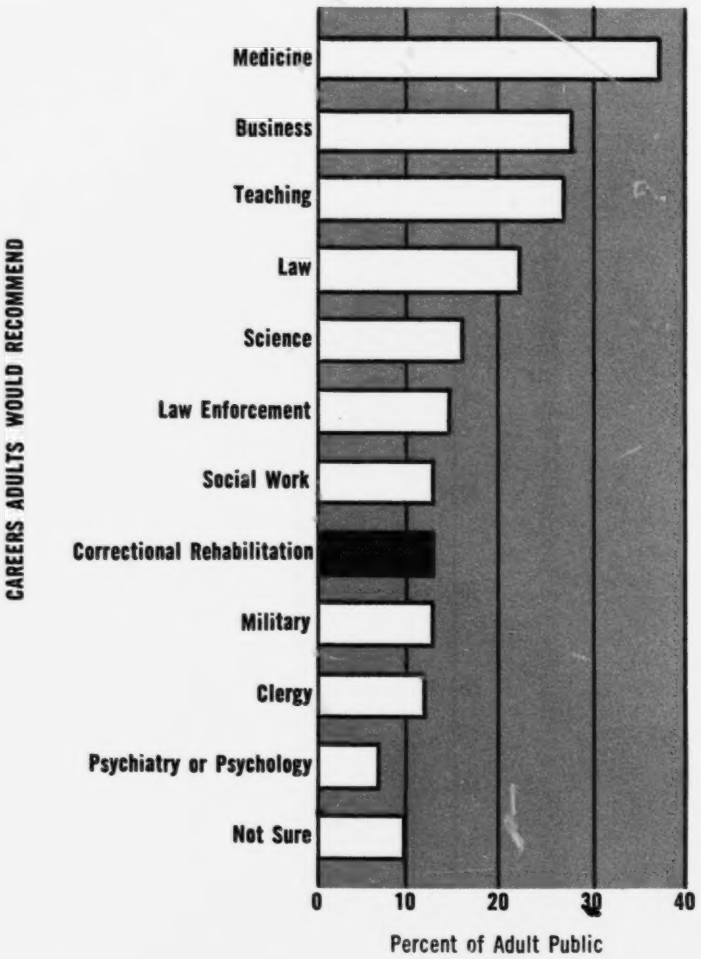


SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

It is abundantly clear that the American public does not know nearly as much about corrections as it should. Public attitudes toward corrections are being formed within a fact vacuum. A large part of the present lack of public interest and legislative support for correctional programs may well be ascribed to the failure of correctional agencies to show how public funds have been invested and what the returns have been in men, women, and youngsters who have come back to the free community to lead useful lives.

Public Responsibility to Become Involved

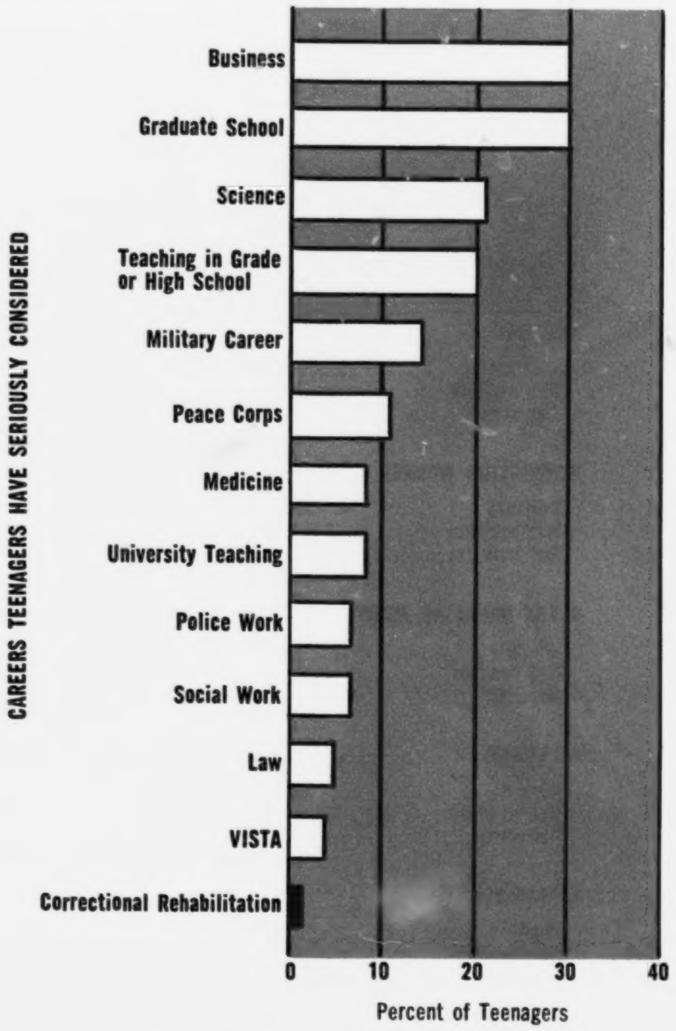
On the other hand, a responsible citizenry in a free society has the obligation to become better informed about how its offenders are being dealt with. Matters of such basic public



THE ADULT PUBLIC'S RECOMMENDATIONS TO YOUNG PEOPLE REGARDING SELECTED CAREER CHOICES

(Based on National Sample)

SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967



CONSIDERATION TEENAGERS HAVE GIVEN TO SELECTED CAREERS

(Based on National Sample)

SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

policy cannot be left solely to the professionals. Where information is not freely given, it should be demanded; where help is not always solicited, it should be offered; where financial support is missing, it should be provided.

Any society can drastically reduce crime and delinquency if it determines to do so. But crime and delinquency can never be reduced without public involvement.

RECOMMENDATION:

> Correctional agencies should make a concentrated effort to inform the community at large, and community groups in particular, about corrections' goals, needs, and problems, and enlist their cooperation in working together to create the social climate necessary for offenders to assume meaningful roles in society.

The survey clearly shows that the public has a deeper commitment to rehabilitation goals than many persons in this field might think. In some respects, the public seems willing to accept more than correctional agencies have had the courage to attempt.

However, the public's fear of released offenders in its communities and its hesitancy to enter into business and social relationships with them form a problem of major proportions for correctional agencies. It is a problem which is not likely to be solved without well-conceived and expertly directed public information programs at national, regional, state, and local levels.

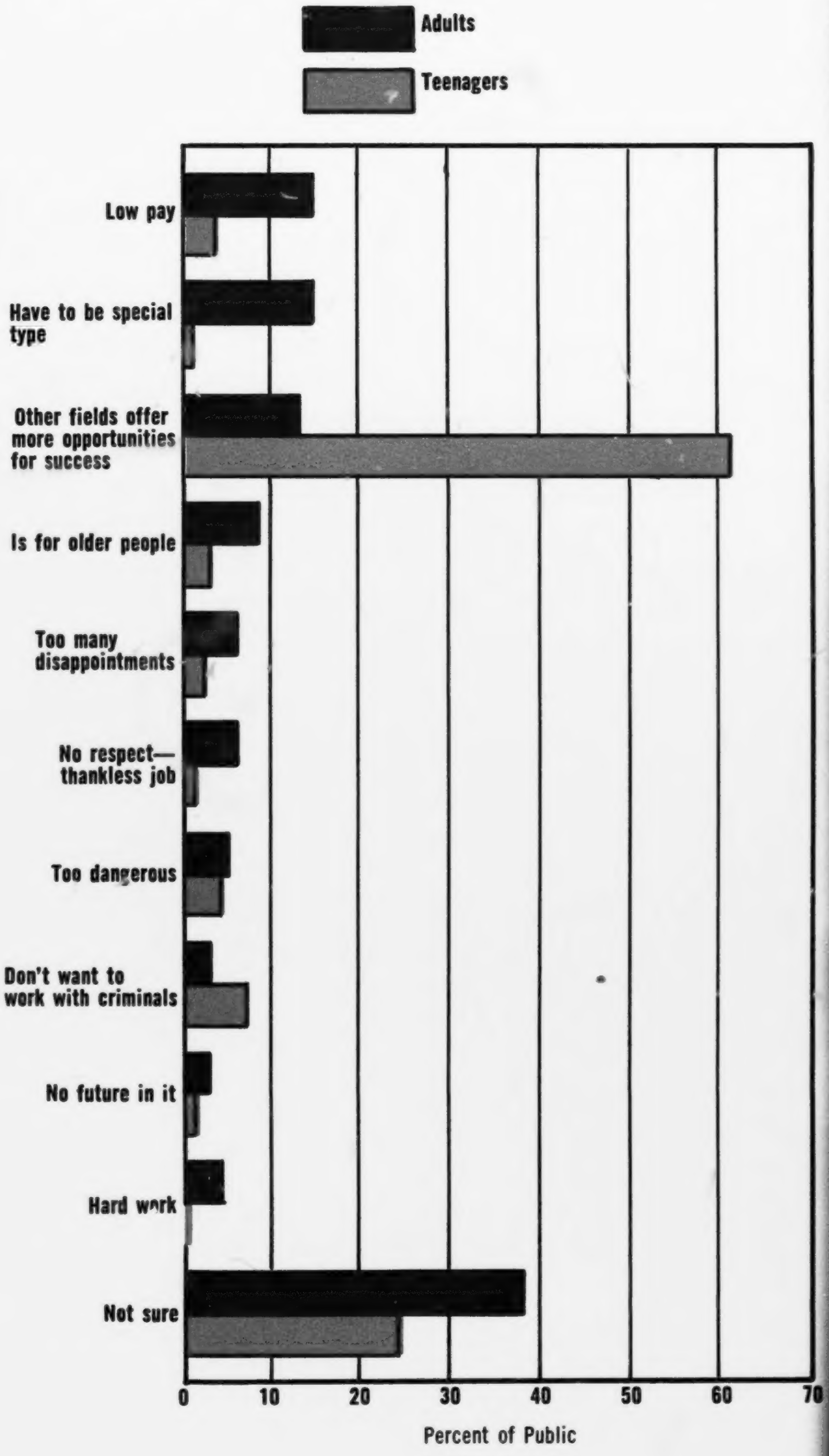
Similarly, the lack of enthusiasm about careers in correctional rehabilitation will undermine efforts to meet the pressing manpower requirements of this field in the immediate future. This condition, too, can only be remedied by well-formulated and professionally directed public information activities.

RECOMMENDATION:

> Correctional agencies at all levels of government should establish units of community relations and public affairs staffed with public information specialists, in order to provide for a free and constant flow of information to the public.

REASONS FOR NOT RECOMMENDING OR SERIOUSLY CONSIDERING A CAREER IN CORRECTIONS

(Based on Adults who would not recommend = 87% and Teenagers who have not seriously considered = 99%)



SOURCE: Public opinion survey conducted for the Joint Commission by Louis Harris and Associates, 1967

Corrections and the Community

Though much has been said in this report about what is wrong with corrections today, the fact is that corrections *has been moving* in new and important directions. Institutional populations have leveled off in most jurisdictions in recent years. Thus corrections has been shifting its focus from nearly complete reliance upon treating the offender in isolation from his social environment toward efforts that seek to engage society and social institutions. There are many indications that corrections is beginning to embrace emerging ideas about the role of society, its institutions, communities, and neighborhoods as powerful forces in the perpetuation of criminal and delinquent behavior.

Links with the Community

Increasingly it is recognized that the reintegration of offenders into the community can be brought about only with the wholehearted support of that community. It does little good to counsel, educate, and train offenders for meaningful work roles in a community which looks upon them with suspicion, distrust, and prejudice.

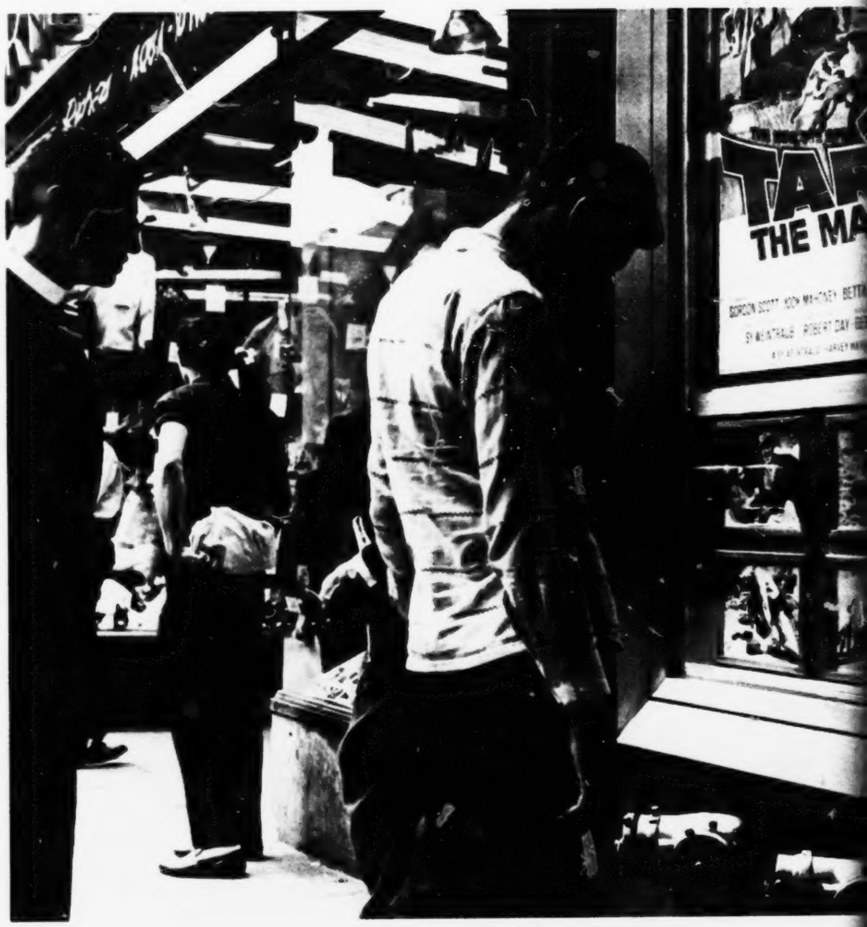
The bulk of correctional employees are aware that present correctional efforts are not effective enough, and that special attention must be focused on changing community attitudes toward offenders and the correctional process. While only 5 percent of correctional employees interviewed in a Joint Commission survey feel that changing community attitudes is being emphasized as a correctional goal today, nearly three times that many feel that such a goal should have *primary* emphasis. More than half of all correctional workers contend that changing community attitudes and conditions should have heavy emphasis in correctional work. These findings indicate the willingness on the part of significant numbers of correctional personnel to attempt new correctional programs if they are provided with the public support and resources to accomplish such reintegrative tasks.

Use of Community Workers

Corrections has made notable progress in attempts to bring more community workers and other nonprofessionals into the field. Mental health, public health, and related fields have long seen the need to expand their services through greater utilization of nonprofessionals. It is encouraging to note that many correctional agencies have been similarly motivated.

While many of these efforts are still rather new and have not completely overcome certification problems, they have provided a worthwhile contribution through acceptance and status gained for this new cadre of correctional workers. In various jurisdictions, pioneering efforts are being carried on with civil service commissions and universities to lay out occupational and educational pathways so that they do not create dead-end jobs. While administrative and financial support for these programs still leaves much to be desired, the fact that they exist at all is a positive indicator of change and willingness to experiment.

The active recruitment of case aides and community aides opens up a wide range of potentially new programs for corrections. Use of these workers also may help in reducing the social distance between the neighborhood and the correctional agency and is likely to provide a basis for greater understanding of the problems, frustrations, and expectations of both groups.



Job Development Services

There is a noticeable trend toward adding full-time employment counselors and job development specialists in correctional agencies as the field recognizes the importance of preparation for employment, training, job development, and placement services for offenders.

In most cases, offenders are still referred to community agencies for services. But if these referral sources are already overburdened and understaffed, corrections must begin to add such positions to its own ranks or press for legislative and administrative changes to make such services more available to offenders.

Pressing for Change

There is increasing acceptance of the notion that correctional workers should actively advocate changes in the social structures which bar offenders from adequate opportunities in normal community life.

Though correctional efforts in this regard are relatively slight, their very existence is an encouraging sign. Recognition of the advocacy role as legitimate correctional activity could greatly help the correctional agency to facilitate reintegration of the offender. Critics may argue that such a role lies outside the legitimate sphere of corrections. But the times call for bold and imaginative performance of tasks which heretofore might have been viewed as belonging elsewhere.

The accumulating evidence makes it obvious that "more of the same" will make no appreciable improvement in correctional performance. The directions of changes in what corrections does and how it uses its manpower are becoming more and more clear. But public, legislative, and executive support for innovative programs has been lacking.

A society which claims to be worried and preoccupied with crime, its control, and its prevention must channel this concern into actions designed to bring to the correctional field considerably greater resources and support. The public and its legislators must bring to exhibit a greater willingness and determination to become involved in the correctional process if headway is to be made in organized efforts to reduce crime and delinquency in this country. Correctional manpower has the obligation to press for such involvement.

Action—A Shared Responsibility

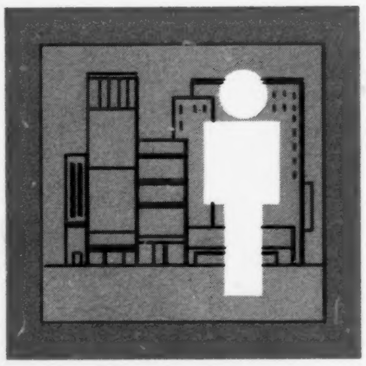
In a field where the needs are so many and so urgent, it would be difficult to say what should be done first. At this point in time, the Joint Commission believes, it may be more useful to suggest who should do what. For the achievement of correctional rehabilitation is a shared responsibility. It is shared not only by correctional personnel but also by legislatures, the executive branch of government at all levels, institutions of higher education, the private sector of our economy, and—perhaps most importantly—by the American public.

STRENGTHENED NATIONAL LEADERSHIP

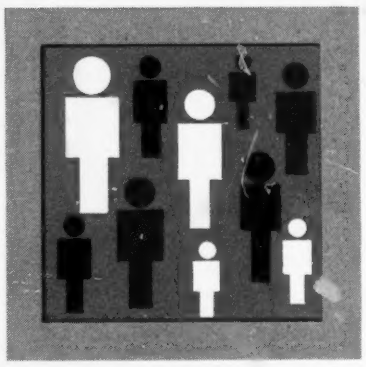
Money is essential, much more money. But it will not be forthcoming—or wisely spent—without strong leadership. To put into effect almost all of the recommendations of this report, correctional leadership must be strengthened at national, regional, state, and local levels. Timing, coordination, and concentration of efforts are essential. And much of this must come from the national level.

The two national organizations primarily concerned with corrections—the National Council on Crime and Delinquency and the American Correctional Association—have lacked the financial resources required to provide sustained leadership to the field. It has been difficult for these two organizations, with limited resources, to supply the concerted and continuing thrust necessary to bring correctional needs to national attention. Both organizations will need increased financial support in order to fulfill their leadership roles. Most importantly, correctional employees themselves need to be more supportive of the work being done on their behalf by these representatives of organized corrections.

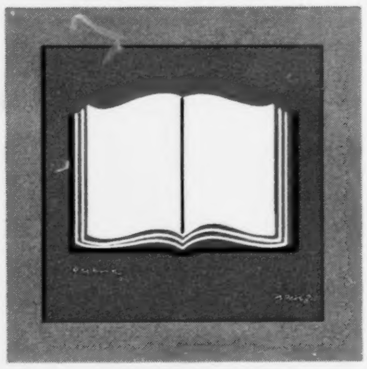
A coalition of correctional organizations, educational groups, professional and business associations, and civic groups will be required to mount and sustain the drive



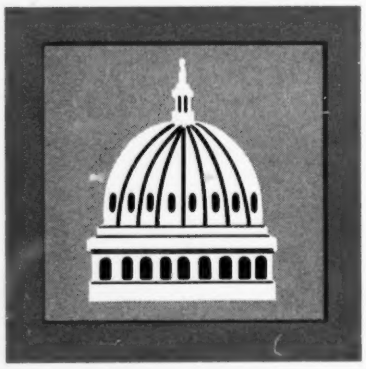
CORRECTIONS



PUBLIC



EDUCATORS



LEGISLATORS

necessary to see that additional resources are made available for the education, recruitment, training, and ongoing development of significantly increased numbers of correctional employees. Beyond pressing for more funds and resources, such a coalition can be a force in helping to reshape public attitudes toward offenders, correctional programs, and employment in correctional agencies.

The improvement of state and local correctional services depends heavily upon the strengthening of national leadership because, as a multidisciplinary field of practice, correctional rehabilitation has no one voice speaking in its behalf. Consequently, the need for bold and creative national leadership is all the more critical. A network of relationships with state and local agencies will be required to ensure the forging of linking mechanisms designed to bring about coordination between the various levels of government.

ROLE OF STATE AND LOCAL GOVERNMENT

The fact that 73 percent of all correctional personnel are employed by states, coupled with the increasingly important roles being played by state-level planning agencies in the fields of criminal justice and juvenile delinquency, makes state involvement crucial in the implementation of the Joint Commission's recommendations. Since states themselves are the principal spenders for corrections, theirs is the principal role in securing more money for corrections.

But the states must also strengthen correctional rehabilitation by coordinating and assisting the efforts of local governments. Financial help, technical aid, standard-setting, and training activities are among the kinds of assistance which should be provided by each state. In this way, some of the dysfunctional aspects of the fragmentation of corrections can be offset.

Local correctional services vary tremendously. The larger jurisdictions operate facilities and employ staffs which are comparable to those of many state correctional systems. On the other hand, many of the smaller ones lack the resources to offer even a minimal level of service to offenders.

Irrespective of size, however, all local governments are facing the problems created by an overworked tax base. Hence, federal and state governments must increase significantly their financial assistance to essential public services, including corrections, in order to ensure acceptable levels of service across the country.

The mobility of our present population, the concentration of huge numbers of people in metropolitan areas, as well as the limited tax base from which local governments derive funds for support of public services, all point to the desirability of broadening state involvement in local corrections. In addition, costly duplication of effort can be avoided if states take on functions which can be performed more efficiently and effectively at that level. Comprehensive and long-range planning of criminal justice systems will be facilitated greatly by strengthening state roles. The range of possible activities which can be administered effectively by state governments is dependent, of course, upon the special needs of individual states.

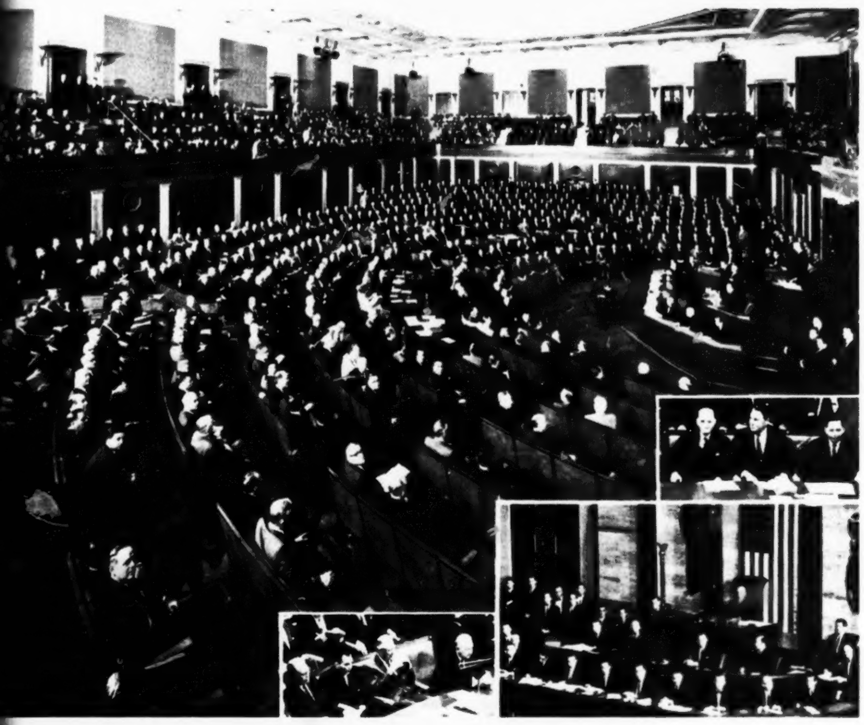
AN EXPANDED FEDERAL ROLE

While much of what must be done to improve correctional services can be done by states, local governments, and the private sector, the major changes required to upgrade correctional manpower necessitate a greatly expanded federal role. The resources now available to this field are so limited that any meaningful effort to develop adequately trained manpower for corrections can come about only through broad, continuing federal commitment to correctional rehabilitation. At present the federal commitment is inadequate, and the activities in which it is enagaged are poorly coordinated.

A number of federal agencies provide support for education, training, technical assistance, research, and program operations to corrections and to those colleges and universities and private organizations closely allied with the field. The departments of Justice, of Health, Education, and Welfare, of Labor, and of Housing and Urban Development, as well as the Office of Economic Opportunity, all have grant programs which directly affect corrections. But in each instance the level of funding at which these programs are operating is far less than that which would be required to do an adequate job, and no one agency has the authority to coordinate the total federal effort in this field. To improve coordination, the Joint Commission urges the President, as a part of current studies regarding the reorganization of the Executive Branch of government, to consider the designation of an appropriate agency, with convening and coordinating powers, to oversee the total federal effort in correctional rehabilitation.

CORRECTIONAL MANPOWER DEVELOPMENT ACT URGED

In order to marshal the potential resources of the federal government and to ensure the effective coordination of the total federal effort in this field, the Joint Commission urges the Congress to enact a Correctional Manpower Development Act.



The Joint Commission believes new legislation is necessary to the orderly development of educational and training programs for corrections. At present, education, training, and manpower utilization concerns remain near the bottom of the priorities established by the federal agencies that do support programs for corrections. This will continue to be the case until correctional manpower matters are elevated to a level at which adequate funding, technical assistance, and administrative support can be made possible.

A number of the Joint Commission's recommendations can be encompassed within the provisions of a single comprehensive manpower development act. Such an act could become the blueprint for a national program designed specifically to upgrade correctional services through the enhancement of educational and training opportunities for correctional personnel.

The proposed Correctional Manpower Development Act should provide authority and authorize funds to include, but not be limited to, the following activities:

1. Administration of a comprehensive education and training grant program which incorporates the recommendations made throughout this report.
2. Coordination of all federal programs involving the education, training, and utilization of manpower in corrections.
3. Provision of technical assistance to correctional agencies, nonprofit organizations, and institutions of higher education to further their capability for developing adequate education and training programs for correctional personnel.

The Joint Commission has not attempted to estimate precisely the cost of implementing such a federal program. There is no appropriate formula by which to draw up detailed cost figures to meet the needs for such a diverse accumulation of occupations as that required by correctional agencies. Hence, any total cost figures are arbitrary, at best. The Joint Commission believes, however, that the needs are so great that any worthwhile program would require an annual appropriation of at least $25 million. This would be an investment to improve the programs on which federal, state, and local governments are now spending over $1 billion a year.

More important than total cost, however, is the necessity for a continued federal commitment. To develop sufficient manpower resources for the correctional field will require a period of not less than 10 years, if appreciable results are to be achieved. The requirements of corrections cannot be met through crash programs. The net gains from education and manpower development programs can only be assessed over an extended period of time.

ROLE OF PRIVATE GROUPS

The present dearth of education and training programs makes essential also the active participation of the professional organizations and other groups involved with corrections which have the capacity to influence change and facilitate ongoing change processes. Toward this end, the organizations of which the Joint Commission is comprised intend to provide whatever assistance they can to ensure the full implementation of the recommendations of this report.

Crime and its correction, as this report has noted many times, has become a major concern of an aroused American public. Anger, fear, and apprehension, coupled with frustration over the relative ineffectiveness of past correctional efforts, must not confuse the direction of future programs. The rehabilitative task is neither simple nor inexpensive. However, it is not one that this country can afford to ignore any longer.

Careers in crime are not likely to be reduced without devoting adequate attention to increasing and upgrading correctional personnel. There is no better way to invest in correctional rehabilitation than through improving both the number and quality of the people who staff the nation's correctional agencies. For, in the final analysis, it is *people* who have the capacity to change other people.

JCCMT

Summary of the Recommendations of the Joint Commission on Correctional Manpower and Training

The Joint Commission Studies

RECOMMENDATION:
Correctional administrators must take the initiative at federal, state, and local levels to ensure a greater degree of coordination and cooperation among the police, prosecutors, courts, and correctional agencies. In addition to informal working relationships, participation of representatives from all sectors of the criminal justice system in conferences, workshops, and training seminars must be encouraged at all levels of government.

Correctional Employees Today

RECOMMENDATION:
A comprehensive nationwide recruitment program using brochures, television, magazines, and other mass media should be developed immediately. A major public information program is required to change the present low image of corrections as a career choice. The national program should be supplemented at state and local levels by tours, job fairs, campus recruitment, and other kinds of person-to-person contacts.

RECOMMENDATION:
In order to attract younger persons to the correctional field, a concerted effort should be made to encourage high, school, junior college, and college counselors to channel students into correctional careers. Summer work-study programs, which place students in correctional agencies to test career decisions and thereby promote recruitment of young people, should be expanded.

RECOMMENDATION:
Correctional agencies at all levels of government should intensify efforts to recruit more Negroes, Mexican-Americans, and other minority group members into correctional work. Training programs should be developed to ensure that they have opportunities for career advancement in the field.

RECOMMENDATION:
Opportunities for women should be expanded. Work roles should be reassessed to determine the maximum feasible utilization of females.

RECOMMENDATION:
Recruitment programs for careers in corrections should capitalize on such findings by stressing the feelings of satisfaction and service to society which are possible in correctional work.

RECOMMENDATION:
Patterns of supervision and administrative control must be constantly reexamined to guard against overly restrictive supervision of employees. To a great extent the ability of corrections to attract and keep competent personnel will depend upon the employee's perception of his potential for self-fulfillment.

RECOMMENDATION:
Correctional agencies, especially those in the community, should adopt more flexible work schedules in order to utilize better their manpower and facilities. A rigid nine-to-five office schedule is a needless constraint on personnel time. Greater latitude in scheduling such things as conferences, contacts, home visits, and report writing can also result in a more meaningful level of service to offenders and the community.

RECOMMENDATION:
Corrections must make provision for greater advancement opportunities in order to attract and retain high-quality personnel. Systems should be opened to provide opportunities for lateral entry and promotional mobility within jurisdictions as well as across jurisdictional lines.

RECOMMENDATION:
To encourage mobility, provisions should be made for relocation expenses of prospective employees at supervisory, middle-management, top-management, and specialist levels.

RECOMMENDATION:
Uniform job titles should be developed in correctional institutions and probation/parole agencies to provide a meaningful basis for lateral mobility between agencies and across jurisdictional boundaries.

RECOMMENDATION:
The establishment of a national retirement fund, which would permit correctional workers to transfer from one jurisdiction to another without loss of pension rights, should be a major goal of every agency and association seeking the betterment of correctional services.

RECOMMENDATION:
The age of entry into some correctional jobs should be lowered to 18. Many correctional tasks can be performed by persons at that age, especially when job assignments are coupled with agency training or are part of a work-study program. Similarly, provisions should be made for lateral transferability at all ages, but particularly for persons in the 35-55 age group. Consideration should also be given to a uniform mandatory retirement age of 70.

RECOMMENDATION:
Inflexible height and weight requirements should be eliminated and replaced by appropriate physical examinations to assess physical fitness and agility required by particular positions in corrections. Persons with correctional vision and hearing defects should not be excluded solely on the basis of these conditions.

RECOMMENDATION:
Correctional agencies should examine their hiring policies in order to maximize the potential of those with physical handicaps.

RECOMMENDATION:
Modifications should be made in prevailing civil service and merit system policies, including:

> Elimination of written tests for entry into correctional work except for those positions where tests can show demonstrable evidence of measuring capacity to perform the functions required. Oral interviews and evaluation of work, educational, and life experience should be substituted as the basic screening device and should be conducted wherever recruits are available. Greater hiring authority should be granted to correctional administrators, including provision to delegate final hiring decisions to the lowest practicable level of administration and to allow freedom to choose final applicants from any position on a roster of eligibles.
>
> Lowering of legal and/or administrative barriers to hiring ex-offenders in corrections, as well as in other governmental agencies.
>
> Elimination of written tests for promotions, with greater emphasis attached to the evaluative considerations of promotion review boards.

RECOMMENDATION:
Salaries, retirement plans, and other employee fringe benefits should be continually assessed and efforts made to keep them in line with comparable positions in government and industry in the same geographical area. Annual cost-of-living increases should be made an integral feature of salary negotiations.

RECOMMENDATION:
A top priority should be given to the education and training of correctional managers in the areas of collective bargaining and labor-management relations. Corrections should borrow heavily from the work accomplished by the private sector in this area. Correctional administrators can also take advantage of a number of training programs already existing in the field of management.

Resources and Standards

RECOMMENDATION:
The undergraduate degree should become the standard educational requirement for entry-level work in probation and parole agencies and for comparable counselor and classification positions in institutions. Preferred areas of specialization should be psychology, sociology, social work, criminology/corrections, criminal justice, education, and public administration. Correctional agencies must join actively with institutions of higher education in furthering the development of these programs and should provide suitable field placements for their undergraduate students.

RECOMMENDATION:
A career ladder, which affords an opportunity for those with high school education or less to enter the field and make their way to journeyman levels through a combined work-study program, should be adopted by the field of corrections.

RECOMMENDATION:
The two-year community colleges should expand their programs for correctional personnel. These schools are an excellent resource for corrections, particularly in the development of special program for custodial and group-living staffs, case aides, and community aides.

RECOMMENDATION:
Experimentation with various kinds of work-load determinants should be encouraged as a more desirable alternative to the fixing of precise caseload standards.

Further promulgation of standards must be based on research findings.

RECOMMENDATION:
Correctional agencies, community colleges, four-year colleges, and universities as well as private and non-profit organizations involved in the education and training of correctional personnel should actively seek funds from federal programs concerned with corrections. Where existing legislation and/or guidelines are not adequate to meet correctional needs, amendments and new guidelines, which would specifically earmark funds for use by correctional agencies, educational institutions, and organizations associated with corrections, should be vigorously advocated. The federal government and organized corrections must provide greater coordination of existing programs.

RECOMMENDATION:
A comprehensive educational financial assistance program should be established in an appropriate federal agency, in order to provide support for persons in or preparing to enter the field of corrections. Such a program should include provisions for:

- scholarships
- fellowships
- guaranteed loans
- research and teaching assistantships
- work-study programs
- educational opportunity grants for students from disadvantaged, low-income families
- forgivable loans to help defray the costs of college education and to help provide an incentive for further work in the field.

RECOMMENDATION:
A federally supported grant program should also be created to provide sabbatical leaves for correctional administrators, so that they may attend a college or university full-time for an academic year, with salaries, tuition, and other instructional costs provided. Such a program should also furnish opportunities for educators in relevant disciplines to take sabbatical leaves in correctional agencies in order to conduct research, participate in staff training activities, and furnish general consultation to the agency.

Use of Special Manpower Groups

RECOMMENDATION:
Corrections, in cooperation with the national professional association representing the disciplines and fields involved with it, should restructure roles in correctional organizations, so that optimal use may be made of the training and skills brought to the agency by specialized manpower.

RECOMMENDATION:
Graduate-level training should be encouraged and supported in the academic fields from which correctional agencies draw their specialized manpower. Courses of study and agency field placements should reflect the creation of specialist roles designed to maximize the unique expertise of those areas of specialization.

RECOMMENDATION:
Correctional agencies should press for sufficient funds to purchase the service of specialized manpower. In addition to the specialists commonly associated with corrections, a concentrated effort should be made to secure the services, as needed, of persons who are skilled at handling intergroup relations, community development, public information, and other kinds of activities designed to link the correctional agency more closely to the broader community.

RECOMMENDATION:
Correctional agencies should adopt a multi-faceted research strategy which would include (a) in-house evaluation projects; (b) collaborative research ventures with institutions of higher education, private industry, and non-profit research organizations; and (c) cooperation with national, regional, and state efforts to disseminate research results. There should be a greater sharing of research findings among agencies and across the various levels of government. National, regional, and state efforts in correctional research should be more closely coordinated and, where deemed appropriate, clearinghouses should be established and information repositories should be created from which may be derived guidelines for new correctional programs and the means for evaluating their effectiveness.

RECOMMENDATION:
Greatly increased funding at national, regional, state, and local level will be required to provide correctional agencies with an adequate level of research capability. Particularly critical is the need for funds to recruit and train research personnel and to purchase or lease the latest data-processing and storage equipment.

RECOMMENDATION:
Correctional agencies should expand their use of volunteers. To ensure success, such programs require administrative commitment so that adequate screening, training, supervision, and evaluation can be provided. Efforts should also be made to include more Negroes and other minority group members in organized volunteer programs.

RECOMMENDATION:
Correctional agencies should reexamine their policies and practices regarding the employment of offenders

and ex-offenders. Criminal records should not automatically prevent persons from being considered for employment in corrections. Increased experimentation is encouraged to delineate further the special contributions which can be made to corrections by those who have been through the system.

RECOMMENDATION:
Arbitrary bonding restrictions now commonly imposed upon offenders and ex-offenders, which prevent employers from hiring persons who are otherwise qualified, should be lifted. Bonding restrictions should be related specifically to the individual position rather than serving as a blanket indictment of all offenders and ex-offenders.

Personnel Development

RECOMMENDATION:
Staff promotional policies of correctional agencies should be reassessed to place a greater stress on the possession of knowledge and skills in management processes. Candidates for promotion should also have a demonstrated ability to apply new knowledge and should be oriented toward the implementation of research and planned change.

RECOMMENDATION:
Correctional agencies must develop, in conjunction with colleges and universities as well as the private sector, a range of management development programs including degree-oriented course work in administration and management seminars, workshops, and institutes. Efforts should be made to incorporate the latest techniques and technology in these programs.

RECOMMENDATION:
To broaden the perspectives of promising young correctional administrators, staff development programs should facilitate experience in such special activities as legislative committee work, comprehensive planning, university research, community development, and administrative and management consulting.

RECOMMENDATION:
The federal government should make funds available to the states to finance management development programs. Similarly, states should subsidize management development activities in local jurisdictions.

RECOMMENDATION:
Correctional agencies at all jurisdictional levels should adopt sound management development programs. In addition to a variety of training and development approaches to increase the knowledge and skills of present staff, consideration should be given to creative management trainee positions with on-going development activities built in.

RECOMMENDATION:
A network of national, regional, and state training centers should be created to develop training programs and materials as well as to provide technical assistance and other supportive aids to correctional agencies. Such centers should have manpower development rather than a limited definition of training as their focus, and should develop close working relationships with colleges and universities as well as with private training organizations. Federal and state funds are urgently required for the development and ongoing support of these centers.

RECOMMENDATION:
Greatly increased federal and state funding should be made available to those correctional agencies already sponsoring training units to allow for the expansion of training libraries, the development of training materials, and the securing of part-time faculty and guest lecturers in order to give greater depth to the training.

RECOMMENDATION:
Colleges, universities, and private organizations with experience and capabilities in the training field should develop "training of trainers" programs in order to meet the emergent need for adequately prepared training staffs in correctional agencies. Such programs should be financed through federal and state funding. Funds should also be made available for the development of special programmed instruction materials suitable for use by correctional agencies.

RECOMMENDATION:
Federal and state funds should be made available to agency training units to provide for the purchase and/or lease of modern training equipment.

A Look Ahead

RECOMMENDATION:
State and local agencies providing such basic services as education, employment assistance, job training, vocational rehabilitation, vocational education, health, and legal aid should expand their programs to insure that a greatly increased level of service is made available to offenders in the community and in correctional institutions. Where required, legislative amendments should be sought in order to insure that federally sponsored programs earmark funds for explicit use in increasing the scope and depth of such services to offenders.

RECOMMENDATION:
Whenever feasible, future correctional facilities should be located near centers of business, commerce, and education, in order to facilitate linkages between offenders and the community and its resources.

RECOMMENDATION:
Correctional agencies should contract with schools of law and individual faculty members to conduct training programs, seminars, and institutes for all correctional employees who work directly with offenders which would include basic legal concepts of due process, offenders' rights, and recent legal trends.

RECOMMENDATION:
Law schools should be encouraged to expand their curriculum to include courses in crime, delinquency, corrections, and juvenile court law for those students desiring to pursue careers in legal work within or relating to corrections. Internship programs should be established in conjunction with correctional agencies.

RECOMMENDATION:
Correctional agencies should add legal specialists to their staffs, not only to serve as agency advisors but also to provide legal assistance to offenders regarding civil matters.

RECOMMENDATION:
A model code of correctional procedure should be formulated and its adoption pursued. The code would provide the necessary guidance for correctional decision-making processes involving offenders. A panel to draft such a code should include judges, lawyers, correctional administrators, academicians, and lay citizens.

RECOMMENDATION:
Correctional agencies should utilize more fully the resources of private industry. In areas such as management development, research, basic education, and job training for offenders, the private sector may be able to provide considerable assistance to corrections. Federal and state funding should be made available to correctional agencies to facilitate contracting for those services which might better be performed by private industry.

RECOMMENDATION:
The private foundations should be encouraged to take a greater interest in the problems of corrections and in the education and development of its manpower. Financial assistance for the development of innovative programs should be sought from the foundations.

RECOMMENDATION:
Correctional agencies should make a concentrated effort to inform the community at large, and community groups in particular, about corrections' goals, needs, and problems, and enlist their cooperation in working together to create the social climate necessary for offenders to assume meaningful roles in society.

RECOMMENDATION:
Correctional agencies at all levels of government should establish units of community relations and public affairs staffed with public information specialists, in order to provide for a free and constant flow of information to the public.

APPENDIX I

Definitions of Personnel Categories

JOB CATEGORIES IN INSTITUTIONS

Administrators

Warden and Superintendent
Assistant/Associate Warden
 and Superintendent
Business Manager
Education Department Head
Line Correctional Staff Department Head
Director of Inmate Classification
Farm and Food Services
 Department Head
Maintenance Department Head
Prison Industries Superintendent
Director of Clinical/Treatment Services
Child Care Staff Department Head

Supervisors

Education Supervisor
Line Correctional Staff Supervisor
Prison Industries Shop and Factory Head
Child Care Staff Supervisor
Supervisor of Casework Services

Functional Specialists

Academic Teacher
Vocational Teacher or Instructor
Vocational and Educational Counselor
Classification Officer
Social Worker
Sociologist
Vocational Rehabilitation Counselor
Psychologist
Physical Education Teacher
Counselor
Institution Parole Officer

Line Workers

Line Correctional Non-supervisory Staff
Cottage Parent/Counselor
Group Supervisor
Child Care Staff

Other Line Workers Includes Non-Supervisory Staff In:

Food and Farm Services
Maintenance
Prison Industries

JOB CATEGORIES IN PROBATION AND PAROLE AGENCIES

Administrators

Director of Court Services
Chief Probation Officer/Director
Director of Parole Supervision
Assistant/Associate Chief Probation
 Officer/Director
District Director

Supervisors

Staff Supervisor
District Supervisor
Assistant Supervisor

Functional Specialists

Field Probation Officer
Psychologist
Job Placement Officer
Field Parole Officer

"OTHER" CATEGORY INCLUDES:

Chaplain
Attorney
Librarian
Medical and Dental personnel
Training personnel
Research personnel
Parole Board
Parole/Probation Aid
Business and Personnel
 Technical Assistant
Others as defined by the institution
 or agency

APPENDIX II

Correctional Rehabilitation Study Act of 1965

Public Law 89-178
89th Congress, H. R. 2263
September 10, 1965

An Act

79 STAT. 676

To provide for an objective, thorough, and nationwide analysis and reevaluation of the extent and means of resolving the critical shortage of qualified manpower in the field of correctional rehabilitation.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Correctional Rehabilitation Study Act of 1965".

Correctional Rehabilitation Study Act of 1965.

SEC. 2. Section 12 of the Vocational Rehabilitation Act (29 U.S.C. ch. 4) is amended to read as follows:

68 Stat. 662.
29 USC 42.

"GRANTS FOR SPECIAL PROJECTS IN CORRECTIONAL REHABILITATION

"SEC. 12. (a)(1) The Secretary is authorized, with the advice of the National Advisory Council on Correctional Manpower and Training, established by subsection (b) of this section, to make grants to pay part of the cost of carrying out a program of research and study of the personnel practices and current and projected personnel needs in the field of correctional rehabilitation and of the availability and adequacy of the educational and training resources for persons in, or preparing to enter such field, including but not limited to the availability of educational opportunities for persons in, or preparing to enter, such field, the adequacy of the existing curriculum and teaching methods and practices involved in the preparation of persons to work in such field, the effectiveness of present methods of recruiting personnel for such field and the extent to which personnel in the field are utilized in the manner which makes the best use of their qualifications. Such a program of research and study is to be on a scale commensurate with the problem.

"(2) Such grants may be made to one or more organizations, but only on condition that the organization will undertake and conduct, or if more than one organization is to receive such grants, only on condition that such organizations have agreed among themselves to undertake and conduct, a coordinated program of research into and study of all aspects of the resources, needs, and practices referred to in paragraph (1).

"(3) As used in paragraph (2), the term 'organization' means a nongovernmental agency, organization, or commission, composed of representatives of leading professional associations, organizations, or agencies active in the field of corrections.

"Organization."

"(b)(1) There is hereby established in the Department of Health, Education, and Welfare a National Advisory Council on Correctional Manpower and Training, consisting of the Secretary, or his designee, who shall be Chairman, and twelve members, not otherwise in the regular full-time employ of the United States, appointed without regard to the civil service laws by the Secretary after consultation with the Attorney General of the United States. The twelve appointed members shall be selected from among leaders in fields concerned with correctional rehabilitation or in public affairs, four of whom shall be selected from among State or local correctional services. In selecting persons for appointment to the Council, consideration shall be given to such factors, among others, as (1) familiarity with correctional manpower problems, and (2) particular concern with the training of persons in or preparing to enter the field of correctional rehabilitation.

National Advisory Council on Correctional Manpower and Training.

Establishment.

"(2) The Council shall consider all applications for grants under this section and shall make recommendations to the Secretary with respect to approval of applications for and the amounts of grants under this section.

Council members, compensation.

60 Stat. 808; 75 Stat. 339, 340.

"(3) Appointed members of the Council, while attending meetings or conferences thereof or otherwise serving on business of the Council, shall be entitled to receive compensation at rates fixed by the Secretary, but not exceeding $100 per day, including travel time, and while so serving away from their homes or regular places of business they may be allowed travel expenses, including per diem in lieu of subsistence, as authorized by section 5 of the Administrative Expenses Act of 1946 (5 U.S.C. 73b-2) for persons in the Government service employed intermittently.

Appropriation.

Report to President and Congress, etc.

"(c) For carrying out the purposes of this section there is hereby authorized to be appropriated for the fiscal year ending June 30, 1966, the sum of $500,000 to be used for a grant or grants to help initiate the research and study provided for in this section; and the sum of $800,000 for each of the two succeeding fiscal years for the making of such grants as may be necessary to carry the research and study to completion. The terms of any such grant shall provide that the research and study shall be completed not later than three years from the date it is inaugurated; that the grantee shall file annual reports with the Secretary, the Congress, the Governors of the several States and the President, among others the grantee may select; and that the final report shall be similarly filed.

"(d) Any grantee agency, organization, or commission is authorized to accept additional financial support from private or other public sources to assist in carrying on the project authorized by this section."

Approved September 10, 1965.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 381 (Comm. on Education & Labor).
SENATE REPORT No. 543 (Comm. on Labor & Public Welfare).
CONGRESSIONAL RECORD, Vol. 111 (1965):
- June 21: Considered and passed House.
- Aug. 11: Considered and passed Senate, amended.
- Aug. 26: House concurred in Senate amendments.

APPENDIX III

Biographical Sketches

OFFICERS OF THE CORPORATION

JAMES V. BENNETT, President

Former Director, Federal Bureau of Prisons, 1937-1964;
Assistant Director, Federal Bureau of Prisons, 1930;
Assistant Director, Field Survey Division, Personnel Classification, Federal Bureau of Prisons, 1928-1929;
Investigator of employment policies, Federal Bureau of Prisons, 1926-1928;
Head, staff division and Secretary, Personnel Classification, 1923-1926;
Assistant Investigator, United States Bureau of Efficiency, 1919-1923;
United States Delegate, The Hague, 1950;
Chairman, Civilian Committee to study Naval Confinement Procedures, 1945;
President, Washington Council of Social Agencies, 1941;
Secretary, National Parole Conference, 1939;
Delegate, International Prison Congresses, Berlin, 1935;
Member, American Law Institute;
American Bar Association, Vice-Chairman of section on Criminal Law;
Member, District of Columbia Bar Association;
American Prison Association, President, 1939;
American Association of Social Workers;
Society for Public Administration;
Recipient, Army Exceptional Civilian Service Medal;
Navy Distinguished Public Service Award;
Selective Service Medal;
President's Award for Distinguished Federal Civilian Service;
Honorary Doctor of Laws, Brown University, 1950;
Honorary Doctor of Humanities, Springfield College, 1955.

ELTON B. WHITTEN, Vice President

Executive Director, National Rehabilitation Association, 1948 to present;
Director, Vocational Rehabilitation, Jackson, Mississippi, 1944-1948;
Administrator, Mississippi Schools, 1930-1944;
Member, Executive Committee, President's Committee on the Employment of the Handicapped;
Professional Advisory Committee, United States Committee of the International Society for Rehabilitation of the Disabled;
Honorary Member, Association of Rehabilitation Centers;
Awards from:
  Goodwill Industries of America,
  National Rehabilitation Counseling Association,
  American Association of Physical and Mental Rehabilitation,
  National Association of Sheltered Workshops and Homebound Programs;
Presidential Citation for Services for Handicapped Individuals, 1968.

E. PRESTON SHARP, Secretary-Treasurer

General Secretary, American Correctional Association, Washington, D. C., 1965 to present;
Executive Director, Youth Study Center, 1952-1965;
Chief, Division of Training Schools, Maryland Department of Public Welfare, and Director, Maryland Commission for Youth, 1948-1952;
Supervisor of Rehabilitation, Eastern State Penitentiary, Philadelphia, Pennsylvania;
Superintendent, Pennsylvania Training School, Morganza, Pennsylvania;
Director, Bureau of Community Work, Harrisburg, Pennsylvania;
Administrator, Public School System, Pennsylvania;
United States Correspondent to the United Nations, Social Defense Section, 1965 to present;
Past President, American Correctional Association;
Professional Council, and Detention Committee, National Council on Crime and Deliquency;
National Conference of Juvenile Agencies;
Pennsylvania Probation and Parole Association;
Board of Directors, Osborne Association;
Honorary Doctor of Humane Letters, Geneva College, Beaver Falls, Pennsylvania, 1966.

MEMBERS OF THE BOARD OF DIRECTORS

MILTON G. RECTOR, Chairman

Executive Director, National Council on Crime and Delinquency, 1949 to present, New York, New York;
Western Consultant and Assistant Director, National Council on Crime and Delinquency, 1946-1949;
Delegate, United Nations, Second and Third World Congress on Prevention of Crime and Treatment of Offenders;
United States representative to Social Defense Section, United Nations;
Consultant, President's Crime Commission, 1966-1968;
Member, President's Advisory Council on Juvenile Delinquency, 1960-1966;
Member, Advisory Committee, National Commission on Reform of Federal Criminal Laws;
Member, New York City Coordinating Council for Criminal Justice;
Board of Directors, American Correctional Association;
Board of Directors, National Legal Aid and Defender Association;
Board of Directors, Osborne Association.

PETER P. LEJINS, Vice Chairman

Professor of Sociology, Director, Criminology Program, and Director of an Institute dealing with criminology, law enforcement, and corrections, University of Maryland, University Park, Maryland;

Delegate, United Nations Congress on the Prevention of Crime and Treatment of Offenders, 1950, 1955, 1960, 1965;

United States Correspondent to the United Nations, Social Defense Section, 1965 to present;

Past President American Correctional Association;

Chairman, Research Council, American Correctional Association;

Board of Trustees, National Council on Crime and Delinquency;

Chairman, Consultant Committee, Uniform Crime Reporting;

Chairman and board member of a number of correctional institutions and commissions in the State of Maryland;

Participant in national and international programs.

DANIEL BLAIN

Director, Philadelphia State Hospital, Philadelphia, Pennsylvania;

Former:

Director, Department of Mental Hygiene, California;

Department of Psychiatry, United States Veterans Administration;

Medical Director and President, American Psychiatric Association;

House of Delegates, World Psychiatric Association;

Chairman, Department of Psychiatry, Georgetown University;

Professor Emeritus Clinical Psychiatry, University of Pennsylvania;

Consultant to World Health Organization, World Federation for Mental Health, State Governments, National Institute of Mental Health.

CHARLES BERNARD BRINK

Professor and Dean, School of Social Work, University of Washington, Seattle, Washington, 1963 to present;

Professor and Dean, School of Social Work, Wayne State University, Detroit, Michigan, 1951-1963;

Executive Director, Family Service Society of St. Louis County, Clayton, Missouri, 1948-1951;

Instructor of Social Work, Michigan State University, East Lansing, Michigan, 1947-1948;

Executive Director, Family Service Association, Lansing, Michigan, 1946-1948 and 1943-1944;

Caseworker, Supervisor, Family Service Society, Detroit, Michigan, 1937-1941;

Council on Social Work Education, National Board Member, 1959-1965, Vice President, 1963-1965;

Chairman, Social Work Advisory Committee, Veterans Administration;

Consultant, President's Panel on Mental Retardation, Mission to the Netherlands, 1962;

White House Conference of Children and Youth, 1960;

National Association of Social Workers;

Family Service Association of America;

Washington State Health Council;

Washington State Commission on the Causes and Prevention of Civil Disorder;

Welfare Review Panel, National Institute of Mental Health, Department of Health, Education, and Welfare;

Faculty Service Award, Wayne State University Alumni Association, 1963;

Award of Merit, National Association of Social Workers, Metropolitan Detroit Chapter, 1963;

Community Service Award, Michigan Welfare League, 1963.

RAYMOND FELDMAN

Associate Director, Western Interstate Commission for Higher Education, University of Colorado, Boulder, Colorado;

Professor of Psychiatry (Clinical), University of Colorado Medical School, Boulder, Colorado;

Staff, National Institute of Mental Health, 1957-1966, retired as Deputy Director;

Director, Mental Hygiene Clinics, Veterans Administration, 1952-1957;

Certified by American Board of Psychiatry and Neurology, Inc., 1946;

Fellow, American Psychiatric Association.

DALE B. HARRIS

Professor, Department of Psychology, Pennsylvania State University, University Park, Pennsylvania, present;

Head, Department of Psychology, Pennsylvania State University, 1962-1967;

Staff, Institute of Child Welfare, University of Minnesota, Minneapolis, Minnesota, 1940-1959, Director, 1954-1959;

Educational Director, Minnesota State Training School for Boys, 1936-1938;

Senior Scientist, United States Public Health Service (Reserve);

Member, Evaluation Committee, Education and Training Board of the American Psychological Association, 1965-1968;

Editor, *Child Development Abstracts and Bibliography,* 1964-1969;

Editorial Board, *Annual Review of Psychology,* 1956-1962;

Consultant, United States Children's Bureau, Department of Health, Education, and Welfare, 1962 to present;

Consultant, United States Department of Labor, 1954-1958;

Fellow, American Psychological Association, Past Secretary and Past President, Division on Developmental Psychology;

Fellow, Society for Research in Child Development, Past Secretary, and member of the governing council;

Fellow, American Association for the Advancement of Science, member, Executive Committee Section I (Psychology), representative on the governing council;

Member, American Educational Research Association, Vice President, 1964-1966;

Phi Beta Kappa.

ELMER H. JOHNSON

Assistant Director, Center for the Study of Crime, Delinquency and Corrections, and Professor of Sociology, Southern Illinois University, Carbondale, Illinois, 1966 to present;

Department of Sociology, North Carolina State University, Raleigh, North Carolina, 1949-1966;

Assistant Director, North Carolina Department of Correction, 1958-1960;

Consultant, program for a Criminological Institute, University of Cincinnati, Cincinnati, Ohio, 1969.

RICHARD McGEE

President, Institute for the Study of Crime and Delinquency, Sacramento, California, 1967 to present;

Agency Administrator, California Youth and Adult Corrections Agency, 1961-1967;

Director, California Department of Corrections, 1944-1961;

Director, Public Institutions, State of Washington, 1941-1944;

Deputy Commissioner, New York City Department of Corrections, 1939-1941;

Member, committee appointed by the United States Army to investigate stockade problems;

United States Correspondent to the United Nations, Social Defense Section;

Member, Advisory Committee, Corrections Task Force of President's Commission on Law Enforcement and Administration of Justice;

Consultant, California Penal Code Revision Commission;

Chairman, Advisory Council, University of California, School of Criminology;

President, American Correctional Association, 1943;

Roscoe Pound award for outstanding achievement and distinguished contributions to the prevention, control, and treatment of crime and delinquency, 1969;

Koshland Award for outstanding contribution by an administrator to the betterment of family life in California, 1968;

Award for distinguished service from the American Criminological Association, 1965;

Award for distinguished service from the American Correctional Association, 1963.

RUSSELL G. OSWALD

Chairman, Board of Parole, State of New York, Albany, New York;

Board member, New York State Board of Parole, 1957-1958;

Commissioner of Correction, Commonwealth of Massachusetts, 1955-1957;

Director, Wisconsin State Division of Corrections, 1950-1955;

Director, Wisconsin Bureau of Probation and Parole, 1948-1950;

Director, County Public Assistance Agencies, Milwaukee, Wisconsin;

Police Commissioner, Racine, Wisconsin, 1930-1933;

Citation from Wisconsin Service Association, 1956;

Pere Marquette Award, Marquette University, 1957;

Loyola University (Chicago) Alumni Award, 1959;

Trustee, and Professional Council, National Council on Crime and Delinquency;

New York State Council on Drug Addiction;

Co-chairman, New York State Committee on Offenders;

Member, Wisconsin Bar Association;

Visiting Committee, New York State University Graduate School of Criminal Justice;

Advisory Committee and Lecturer, New York State University Graduate School of Public Affairs;

Member, Alpha Sigma Nu, National Jesuit Honor Society.

ARNULF M. PINS

Executive Director, Council on Social Work Education, New York, New York;

Consultant, Social and Rehabilitation Service, Department of Health, Education and Welfare;

Consultant, National Jewish Welfare Board;

Director, Personnel and Training Services, National Jewish Welfare Board, 1956-1964;

Member, Executive Board, International Association of Schools of Social Work;

Representative to Social Commission, United Nations;

Chairman, National Mental Health Manpower Committee, National Institute of Mental Health, Department of Health, Education and Welfare, 1965-1968;

Chairman, Youth Advisory Council, Midcentury White House Conference on Children and Youth, 1948-1950;

Phi Beta Kappa.

WALTER C. RECKLESS

Professor of Sociology, The Ohio State University, Columbus, Ohio;

Member of Scientific Advisory Committee, International Society of Criminology;

Member, American Correctional Association;

Member, Professional Council, National Council on Crime and Delinquency;

Past President, American Society of Criminology;

Past Chairman, Section on Crime, American Sociological Society;

Phi Beta Kappa.

HOWARD P. ROME

Senior Consultant, Psychiatry, Mayo Clinic, 1963 to present;

Professor, Psychiatry, Graduate School, University of Minnesota (Mayo Foundation), 1952 to present;

Staff, Mayo Clinic, 1947 to present;

President, Staff, Mayo Clinic, 1965;

President-elect, Staff, Mayo Clinic, 1963;

Head of Section, Psychiatry, Mayo Clinic, 1952-1963;

Associate Professor, Graduate School, University of Minnesota (Mayo Foundation), 1947-1952;

Associate, Department of Psychiatry, Graduate School of Medicine, University of Pennsylvania, 1946-1947;

Staff, Institute Pennsylvania Hospital, Philadelphia, Pennsylvania, 1941-1947;

Assistant, Instructor, Associate, Department of Psychiatry, University of Pennsylvania School of Medicine, 1941-1947;

American Psychiatric Association, Fellow; President, 1965; Member, Joint Commission on Mental Health of Children; Director, Board of Trustees;

Mental Health Film Board, Board of Directors, Past President;

American Medical Association, Fellow; Council on Mental Health, 1965 to present;

American Group Psychotherapy Association, Member; Board of Directors, 1963;

Association for Research Nervous and Mental Diseases, Member; Board of Trustees, 1963-1968;

Minnesota Society of Neurology and Psychiatry, President, 1962-1963;

Minnesota Mental Health Association, Board of Directors, 1950-1954, 1962-1963;

Minnesota Psychiatric Society, President, 1959-1960;

National Association for Mental Health, Professional Advisory Committee;

Present and past consultation to: U. S. Navy, U. S. Army, National Security Agency, Veterans Administration, National Institute of Health, Public Health Service, various committees and commissions for the State of Minnesota;

The Hogg Foundation, University of Texas, Board of Trustees;

White House Conference on Health, Chairman, Mental Health Section, 1965;

Special Consultant and Committee Chairman to the Secretary of Health, Education, and Welfare on St. Elizabeths Hospital.

EDNA SCALES (MRS. THOMAS)

Commissioner and Past Chairman, Western Interstate Commission for Higher Education, University of Colorado, Boulder, Colorado, 1957 to present;

Collector of Customs for Oregon District, 1961-1965.

CLYDE E. SULLIVAN

Assistant to the President, New Jersey College of Medicine and Dentistry, Newark, New Jersey;

Associate Director of Research, Staten Island Mental Health Society, 1965-1968;

Director of Research, The American Foundation Studies in Correction, Philadelphia, Pennsylvania, 1962-1965;

Director, International Survey of Correction, Institute for the Study of Crime and Delinquency, Sacramento, California, 1960-1962;

Director, Guidance Clinic and Research Unit, Alameda County Probation Department, California, 1950-1960.

RANDOLPH E. WISE

Commissioner, Philadelphia Department of Public Welfare, Philadelphia, Pennsylvania, 1952 to present;

Director of Parole, National Council on Crime and Delinquency, 1949-1952;

Chief Probation Officer, United States District Court, Eastern District of Pennsylvania, 1941-1949;

United States Navy, Lt. ETO, 3 bronze stars;

Honorary degree, La Salle College;

Chairman, Professional Council, National Council on Crime and Delinquency;

Board Member, National Council on Crime and Delinquency;

Advisory Committee, University of Pennsylvania, School of Social Work;

Chairman, Honorary Degree Committee, La Salle College.

LUTHER W. YOUNGDAHL

Senior United States District Judge, United States District Court, Washington, D. C., 1966 to present;

Member, President's Commission on Law Enforcement and Administration of Justice, 1965-1967;

Judge, United States District Court, District of Columbia, 1951;

Governor, State of Minnesota, 1947-1951;

Judge, Minnesota Supreme Court, 1942-1946;

Judge, District Court, Hennepin County, Minnesota, 1936-1942;

Municipal Judge, Minneapolis, Minnesota, 1930-1936;

Attorney, partner in law office of Judge M.C. Tifft, 1924-1930;

Assistant City Attorney, Minneapolis, Minnesota, 1921-1924;

Assistant Dean, Minnesota College of Law;

Chairman, National Judicial Conference Committee on the Administration of the Probation System in the Federal Courts, 1963;

Delegate, United Nations Third Congress on the Prevention of Crime and Treatment of Offenders, 1965;

National Director, Big Brothers;

Member, Council of Judges, National Council on Crime and Delinquency;

Awards: The Grand Cross of the Royal Order of the North Star, presented by King Gustav V of Sweden;

Finnish Order of the Lion;

A doctorate in humane letters and honorary doctor of laws degrees from 15 colleges and universities;

Honorary Member, Menninger Foundation for leadership in mental health;

National Mental Health Foundation Citation, 1949.

OFFICERS OF THE MEMBERSHIP

ELLIS C. MacDOUGALL, Chairman

Commissioner, Department of Correction, State of Connecticut, Hartford, Connecticut, 1968 to present;

Director, South Carolina Department of Correction, 1962;

Director, Prison Industries, South Carolina Department of Correction, 1961;

Deputy Warden, South Carolina Penitentiary, 1958;

Instructor of Criminology, Furman University, South Carolina;

Superintendent, Greenville County Rehabilitation Camp, South Carolina, 1954;

Social Worker and Job Placement Officer, South Carolina Industrial School for Boys, Florence, South Carolina;

Probation Officer, Spartanburg County, South Carolina;

National President, American Correctional Association;

Member, National Council on Crime and Delinquency;

"South Carolinian of the Year" Award, 1967.

CHARLES L. NEWMAN, Secretary

Head, Center for Law Enforcement and Corrections, College of Human Development, and Professor of Law Enforcement and Corrections, Pennsylvania State University, 1966 to present;

Director, Program of Correctional Training, and Associate Professor, Kent School of Social Work, University of Louisville, Louisville, Kentucky, 1959-1966;

Assistant Professor, Criminology and Corrections, School of Social Welfare, Florida State University, Tallahassee, Florida, 1955-1959;

Instructor, Sociology and Social Work, University of North Dakota, Grand Forks, North Dakota, 1952-1955;

Instructor, Sociology, Fairleigh Dickenson University, Rutherford, New Jersey, 1950-1951;

Member, Pennsylvania Crime Commission Advisory Council, Harrisburg, Pennsylvania, 1969;

Board of Directors, Pennsylvania Program for Women and Girl Offenders, Inc., 1968 to present;

Editor, *Criminologica* (Journal of the American Society of Criminology), 1962-1966;

President, Kentucky Council on Crime and Delinquency, 1963-1964;

Community Services Analyst, and Special Consultant, United States Bureau of Indian Affairs, North Dakota Public Welfare Board, 1955;

Member, Kentucky Governor's Task Force on Criminal Justice, 1965-1966;

Consultant, Missouri Department of Parole, 1966;

Consultant, Jefferson County Juvenile Court, Louisville, Kentucky, 1959-1964;

Fellow, American Association for the Advancement of Science, 1963;

American Society of Criminology, Fellow, 1960, Executive Secretary, 1961-1966, Vice President, 1967 to present;

Herbert Block Memorial Award, American Society of Criminology, 1966;

Lavanburg Fellow, New York University, New York, 1949-1950.

APPENDIX IV
Representatives of Participating Organizations
THE JOINT COMMISSION ON CORRECTIONAL MANPOWER AND TRAINING

Adult Education Association of the USA
George F. Aker
Associate Professor of Adult Education
School of Education
Florida State University
Tallahassee, Florida

American Association of Colleges
Charles V. Matthews, Director
Center for the Study of Crime, Delinquency and Corrections
Southern Illinois University
Carbondale, Illinois

American Association of Correctional Psychologists
Saleem A. Shah, Acting Chief
Center for Studies of Crime and Delinquency
National Institute of Mental Health
Chevy Chase, Maryland

American Association of Junior Colleges
R. Rodney Fields
Director of General Studies
Baltimore Junior Colleges
Baltimore, Maryland

American Association of University Women
Mrs. Wirt Peters
Coral Gables, Florida

American Bar Association
William T. Gassett, President
American Bar Association
Chicago, Illinois

American Bar Foundation
Donald M. McIntyre
Supervisor of Research
American Bar Foundation
Chicago, Illinois

American Correctional Association
Ellis C. MacDougall, Director
State Department of Corrections
Hartford, Connecticut

American Correctional Chaplains' Association
The Rev. Earl-Clayton Grandstaff
Oklahoma City, Oklahoma

American Council on Education
Peter P. Lejins, Professor
Department of Sociology
University of Maryland
College Park, Maryland

American Federation of Labor and Congress of Industrial Organizations
William McSorley
Assistant to the President of the Building Construction Trades
AFL-CIO
Washington, D. C.

American Judicature Society
R. Stanley Lowe
Assistant Director
American Judicature Society
Chicago, Illinois

American Legion
Randel Shake, Director
National Child Welfare Division
The American Legion
Indianapolis, Indiana

American Medical Association
Henry Brill
Narcotic Addiction Control Commission
New York, New York

American Nurses' Association
Miss Barbara H. Bernard
Psychiatric Nurse
Mystic Valley Children's Clinic
Lexington, Massachusetts

American Orthopsychiatric Association
Abraham G. Novick
Executive Director
Berkshire Farm School for Boys
Canaan, New York

American Personnel and Guidance Association
Cecil H. Patterson
Professor of Educational Psychology
College of Education
University of Illinois
Urbana, Illinois

American Psychiatric Association
Joseph Satten, Director
Division of Law and Psychiatry
The Menninger Foundation
Topeka, Kansas

American Psychological Association
Asher R. Pacht, Chief, Clinical Services
Division of Corrections
State Department of Public Welfare
Madison, Wisconsin

American Public Welfare Association
Jack Hiland
Staff Associate
Division of Staff Development Personnel
Chicago, Illinois

American Society of Criminology
Charles L. Newman, Director
Center for Law Enforcement and Corrections
College of Human Development
The Pennsylvania State University
University Park, Pennsylvania

American Society for Public Administration
Elmer K. Nelson, Professor
School of Public Administration
University of Southern California
Los Angeles, California

American Sociological Association
Donald R. Cressey, Professor
Department of Sociology
University of California
Santa Barbara, California

Association of American Law Schools
James E. Stars, Professor
National Law Center
The George Washington University
Washington, D. C.

Association of Paroling Authorities
Paul J. Gernert
Association of Paroling Authorities
Harrisburg, Pennsylvania

Association of State Correctional Administrators
Richard A. McGee, Director
Institute for the Study of Crime and Delinquency
Sacramento, California

Child Welfare League of America, Inc.
Robert Rosema, Consultant
Child Welfare League of America, Inc.
New York, New York

Correctional Education Association
Price Chenault
Director of Education
State Department of Correction
Albany, New York

Correctional Industries Association
Mr. Carroll R. Proctor
Superintendent of Prison Industries
State Department of Welfare and Institutions
Richmond, Virginia

Correctional Service Federation—USA
Allan C. Hubanks
Executive Director
Correctional Service of Minnesota
Minneapolis, Minnesota

Council on Cooperative College Projects
Luna I. Mishoe, President
Delaware State College
Dover, Delaware

Council on Social Work Education
Kay L. Dea, Professor
School of Social Work
University of Utah
Salt Lake City, Utah

Council of State Governments
Sanger B. Powers, Director
Division of Corrections
State Department of Public Welfare
Madison, Wisconsin

Family Service Association of America
Miss Marian Emery
Associate Director
Family Service Association of America
New York, New York

Federal Probation Officers Association
George W. Howard
Chief Probation Officer
U. S. District Court
Washington, D. C.

International Association of Chiefs of Police, Inc.
James W. Sterling, Project Director
Research and Development

International Association of Chiefs of Police, Inc.
Washington, D. C.

International City Managers' Association
John M. Gold
City Manager
Winston-Salem, North Carolina

Medical Correctional Association
Ralph S. Banay, President
Medical Correctional Association
New York, New York

National Association for Better Radio and Television
James V. Bennett
Bethesda, Maryland

National Association of Broadcasters
John M. Couric, Vice President for Public Relations
National Association of Broadcasters
Washington, D. C.

National Association of Chaplains for Youth Rehabilitation
John D. Allemang, Chaplain
Mendota State Hospital
Madison, Wisconsin

National Association of Counties
Charles W. Hedges, Sheriff
Norfolk County Sheriff's Office
Dedham, Massachusetts

National Association of Manufacturers
Forrest H. Kirkpatrick
Vice President
Industrial and Corporate Relations
Wheeling Steel Corporation
Wheeling, West Virginia

National Association for Mental Health
Jerome Robinson, Judge
Municipal Court of Baltimore City
Baltimore, Maryland

National Association of Social Workers
Irvin Pilavian, Professor
School of Social Work
University of Pennsylvania
Philadelphia, Pennsylvania

National Association of State Budget Officers
James Alexander
Budget Director
State of Wisconsin
Madison, Wisconsin

National Association of State Universities and Land-Grant Colleges
Delyte W. Morris
President
Southern Illinois University
Carbondale, Illinois

National Association of Training Schools and Juvenile Agencies
Lawrence D. Penny
Director of Social Service
Boys Industrial School
State Department of Social Welfare
Topeka, Kansas

National Conference of Catholic Charities
Brother Christopher, Director
LaSalle School
Albany, New York

National Conference of Public Youth Agencies
Eugene P. Schwartz
Missouri University Extension Service
St. Louis, Missouri

National Conference of State Trial Judges
Theodore B. Knudson, Judge
Fourth Judicial District Court
Minneapolis, Minnesota

National Conference of Superintendents of Correctional Institutions for Girls and Women
Mrs. Mary Jane Gokbora, Superintendent
State Training School for Girls
Chillocothe, Missouri

National Conference of Superintendents of Training Schools and Reformatories
Robert T. Grey, Superintendent
Connecticut Reformatory
Cheshire, Connecticut

National Congress of Parents and Teachers
Mrs. R. J. Powell
Juvenile Protection Chairman
National Congress of Parents and Teachers
Clinton, Missouri

National Council of the Churches of Christ in the USA
Reverend Keith C. Wright
Assistant Director
Department of Vocation, Ministry and Pastorial Services
The Interchurch Center
National Council of the Churches of Christ in the USA
New York, New York

National Council on Crime and Delinquency
John A. Wallace
Director of Probation
Office of Probation for the Courts of New York City
New York, New York

National Council of Juvenile Court Judges
Philip B. Thurston, Judge
New York, New York

National Council of Women of the United States, Inc.
Mrs. Saul Schary, Secretary
New York, New York

National Education Association
Earl Hansen (Deceased)

National Institute of Mental Health
Saleem A. Shah, Acting Chief
Center for Studies of Crime and Delinquency
National Institute of Mental Health
Chevy Chase, Maryland

National Jail Association, Inc.
Stanley J. Foster, Jr.
Warden
Baltimore, Maryland

National League of Cities
Allen E. Pritchard, Jr.
Assistant Director
National League of Cities
Washington, D. C.

National Legal Aid and Defender Association
Charles B. Murray
Chevy Chase, Maryland

National Recreation and Park Association
S. G. Lutzin
Education Department
National Recreation and Park Association
Washington, D. C.

National Rehabilitation Association
John Prickett
National Rehabilitation Services
Division of Vocational Rehabilitation
State Department of Education
Atlanta, Georgia

National Sheriff's Association
Ferris E. Lucas
Executive Director
National Sheriffs' Association
Washington, D. C.

The National Assembly for Social Policy and Development, Inc.
Gordon Manser
Planning Consultant
The National Assembly for Social Policy and Development, Inc.
New York, New York

National Urban League, Inc.
Wesley Ted Cobb
Associate Director
Community Resources
New York, New York

New England Board of Higher Education
Mrs. Esther H. Cohen
Burlington, Vermont

North American Judges Association
William C. Burke, Judge
Municipal Court
Battle Creek, Michigan

Office of Economic Opportunity
Mrs. Elizabeth H. Ross, Chief
Special Services Branch of the Community Services Division
Community Action Program
Office of Economic Opportunity
Washington, D. C.

Osborne Association, Inc.
Austin MacCormick
Executive Director
Osborne Association, Inc.
New York, New York

Parole and Probation Compact Administrators Association
Edward W. Grout, President
Parole and Probation Compact Administrators Association
Colorado State Department of Parole
Denver, Colorado

Professional Council of the National Council on Crime and Delinquency
Lawrence E. Higgins, Executive Secretary
Louisiana Youth Commission
Baton Rouge, Louisiana

Public Personnel Association
Mr. J. J. Donovan
Associate Director
Public Personnel Association
Chicago, Illinois

Salvation Army
Major William H. Scarlett, Chairman
National Correctional Services Planning Council
New York, New York

Society for the Study of Social Problems
Frank E. Hartung, Professor
Department of Sociology and Anthropology
College of Liberal Arts
Wayne State University
Detroit, Michigan

Southern Regional Educational Board
Harold L. McPheeters
Associate Director for Mental Health Training and Research
Southern Regional Education Board
Atlanta, Georgia

Synagogue Council of America
Aron Wolfe Siegman
Research Associate Professor of Medical Psychology
The Psychiatric Institute
School of Medicine
University of Maryland
Baltimore, Maryland

United States Children's Bureau
James W. Phipps
Chief, Training Branch
Division of Juvenile Delinquency Service
Children's Bureau
Social and Rehabilitation Service
Department of Health, Education, and Welfare
Washington, D. C.

United States Civil Service Commission
William R. Collins, Chief
Medical and Social Science Occupations Sections
Bureau of Programs and Standards
Washington, D. C.

United States Conference of Mayors
John Gunther
Executive Director
United States Conference of Mayors
Washington, D. C.

United States Department of Defense
Albert M. Kuhfeld
Associate Dean
College of Law
Ohio State University
Columbus, Ohio

United States Department of Health, Education and Welfare
William Dorfman, Chief
Economics Analysis Branch
Division of Operations Analysis
National Center for Educational Statistics
United States Office of Education
Department of Health, Education, and Welfare
Washington, D. C.

United States Jaycees
Gary Hill
Lincoln, Nebraska

United States Department of Labor
William H. Kolberg
Associate Manpower Administrator
Manpower Administration
Washington, D. C.

United States Public Health Service
James F. Maddux
Medical Officer in Charge
U.S. Public Health Service Hospital
Fort Worth, Texas

Veterans of Foreign Wars
E. Spencer Walton, Judge
Court House
South Bend, Indiana

Volunteers of America
General J. F. McMahon
Commander-in-Chief
The Volunteers of America
New York, New York

Warden's Association of America
Frank C. Johnston, Superintendent
State Correctional Institution
Dallas, Pennsylvania

Western Interstate Commission for Higher Education
Morgan Nelson, Judge
Roswell, New Mexico

Women's Correctional Association
Mrs. Elizabeth B. McCubbin
Superintendent
North Carolina Correctional Center for Women
Raleigh, North Carolina

Motion Picture Association of America, Inc.
Kenneth Clark
Executive Vice President
Motion Picture Association of America, Inc.
Washington D. C.

United Nations (Bureau of Social Affairs)
Miss Irene Melup, Social Affairs Officer
Section of Social Defense
Bureau of Social Affairs
United Nations
New York, New York

APPENDIX V
Consultants and Advisors
CONSULTANTS

Sanford Bates
President
Federal Prison Industries, Inc.
First Director of the Federal Bureau of Prisons
Pennington, New Jersey

Milton Benoit
Director of Public Information
New York State Division for Youth
Albany, New York

Robert Bramson
Senior Partner
Pacific Center for Social Studies
San Francisco, California

Milton Burdman
Deputy Director
Parole and Community Services Division
Department of Corrections
Sacramento, California

Robert G. Clark, III
Attorney
Washington, D. C.

Norris E. Class
Professor
School of Social Work
University of Southern California
Los Angeles, California

Fred Cohen
Professor of Law
University of Texas Law School
Austin, Texas

John J. Collier
Director of Parks and Recreation
Department of Parks and Recreation
Anaheim, California

Thomas F. Courtless
Associate Professor of Law
George Washington University
Washington, D. C.

Robert O. Dawson
Professor of Law
University of Texas Law School
Austin, Texas

F. R. Donati
Supervising Probation Officer II
Adult Probation
San Mateo County
Redwood City, California

Sheldon K. Edelman
Professor
Kansas State University
Manhattan, Kansas

Michael Edison
Vice President
Louis Harris and Associates, Inc.
New York, New York

LaMar T. Empey
Professor and Chairman
Department of Sociology
University of Southern California
Los Angeles, California

T. C. Esselstyn
Chairman
Department of Sociology and Anthropology
San Jose State College
San Jose, California

Marshall Fels
Manpower Utilization Specialist
Department of Mental Hygene
Sacramento, California

Sidney A. Fine
Senior Staff
The W. E. Upjohn Institute for Employment Research
Washington, D. C.

Vernon Fox
Head
The Department of Criminology and Corrections
Florida State University
Tallahassee, Florida

Barbara Frank
Supervising Probation Officer
San Diego County Probation Department
San Diego, California

Peter Garabedian
Professor
Department of Sociology
San Francisco State College
San Francisco, California

Gilbert Geis
Professor of Sociology
California State College
Los Angeles, California

Thomas L. Gillette
Director
Center for Studies of the Person
La Jolla, California

Commander Zoe Gilmore
United States Navy, Retired, R. N.
Laurel, Maryland

Don M. Gottfredson
Director
National Council on Crime and Delinquency Research Center
Davis, California

J. Douglas Grant
President
New Careers Development Organization
Oakland, California

Bernard Greenblatt
Associate Professor
School of Social Welfare
State University of New York
Buffalo, New York

Laurie M. Gunter
Associate Professor
School of Nursing
University of Washington
Seattle, Washington

Dale G. Hardman
Associate Professor of Sociology
Wisconsin State University
Oshkosh, Wisconsin

Louis Harris
President
Louis Harris and Associates, Inc.
New York, New York

J. F. Heard
Assistant Director
Texas Department of Corrections
Huntsville, Texas

Howard Higman
Professor of Sociology
University of Colorado
Boulder, Colorado

Jack Hubbard
Chief
Bureau of Training
California Department of Mental Hygiene
Sacramento, California

William S. Jackson
Professor
School of Social Work
Atlanta University
Atlanta, Georgia

David C. Jelinek
Assistant Director
Bureau of Prisons
Washington, D. C.

Adeline Jorstad
Assistant Administrator, Nursing and Patient Logistics
Silver Cross Hospital
Joliet, Illinois

Jerry L. Kelley
Assistant Dean
School of Social Work
University of Washington
Seattle, Washington

Harry H. L. Kitano
Associate Professor
School of Social Welfare
University of California
Los Angeles, California

Carl B. Kludt
Executive Director
American Society for Training and Development
Inglewood, California

Clark S. Knowlton
Director
Center for the Study of Social Problems
University of Utah
Salt Lake City, Utah

Richard R. Korn
Assistant Professor
School of Criminology
University of California
Berkeley, California

John P. Koval
Assistant Professor

Department of Sociology and Anthropology
University of Notre Dame
Notre Dame, Indiana
Richard Link
Chief Statistician
Louis Harris and Associates, Inc.
New York, New York
Milton Luger
Director
New York State Division for Youth
Albany, New York
Allison V. MacCullough
Management Consultant
Rye, New York
Beryce W. MacLennan
Chief, Consultation and Community Liaison
Mental Health Study Center
Division Mental Health Services
National Institute of Mental Health
Adelphi, Maryland
Isabel Macneill
Clinical Research Associate
Alcoholism and Drug Addiction Research Foundation of Ontario
Ontario, Canada
John M. McKee
Executive Director
Rehabilitation Research Foundation
Elmore, Alabama
Gregory A. Miller
Professor
Michigan State University
East Lansing, Michigan
Joseph Monseratt
Director
Migration Division
Department of Labor
New York, New York
Philip Montez
Director, Western Region
United States Commission on Civil Rights
Los Angeles, California
Robert A. Moody
Regional Administrator
California State Department of Rehabilitation
Sacramento, California
Elmer K. Nelson, Jr.
Professor
School of Public Administration
University of Southern California
Los Angeles, California
Charles H. Odegaard
Director
Washington State Parks and Recreation Commission
Olympia, Washington
Vincent O'Leary
Professor
School of Criminal Justice
State University of New York
Albany, New York
Ted Palmer
Principal Investigator
Community Treatment Project
California Youth Authority
Sacramento, California
Sheldon B. Peizer
Associate Professor
Department of Psychology
Florida State University
Tallahassee, Florida
Kenneth Polk
Associate Professor
Department of Sociology
University of Oregon
Eugene, Oregon
Ray R. Price
Assistant Professor
School of Social Welfare
University of Kansas
Lawrence, Kansas
Lyman Randall
Director, Training and Development
American Airlines, Inc.
New York, New York
Ted Rubin
Judge
The Juvenile Court
Denver, Colorado
Frederic Lee Ruck
Attorney
Washington, D. C.
Ivan H. Sheier
Director
National Information Center on Volunteers in Courts
Boulder, Colorado
Eva Schindler-Rainman
Community Organization Consultant
Los Angeles, California
Aaron Schmais
Director, Community Organization
Lincoln Hospital Mental Health Services
Albert Einstein College of Medicine
New York, New York
H. Douglas Sessoms
Chairman, Curriculum in Recreation Administration
University of North Carolina
Chapel Hill, North Carolina
Dorothy M. Sherman
Professor of Education
Wichita State University
Wichita, Kansas
Clarence C. Sherwood
Professor of Sociology
John Jay College of Criminal Justice
New York, New York
Herbert Sigurdson
Senior Research Associate
Public Systems Research Institute
University of Southern California
Los Angeles, California
Jack F. Smith
Attorney
Denver, Colorado
Edward Storey
Dean
College of Creative Communication
University of Wisconsin
Green Bay, Wisconsin
Marvin B. Sussman
Professor and Chairman
Department of Sociology
Case Western Reserve University
Cleveland, Ohio
Ralph Thomlinson
Chairman
Department of Sociology
California State College
Los Angeles, California
Hans Toch
Professor
School of Criminal Justice
State University of New York
Albany, New York
David C. Twain
Director, Research and Development Center
Jewish Board of Guardians
New York, New York
Ronald Vander Wiel
Associate Professor
Social Welfare Program
Temple University
Philadelphia, Pennsylvania
Clyde B. Vedder
Professor
Criminology and Corrections
Northern Illinois University
DeKalb, Illinois
Carol H. Weiss
Project Director
Bureau of Applied Social Research
Columbia University
New York, New York
Wretha Wiley
Research Associate
W. E. Upjohn Institute for Employment Research
Washington, D. C.
James E. Woods
Associate Professor
State University of New York
Buffalo, New York
Dorothy Zietz
Professor
School of Social Work
Sacramento State College
Sacramento, California

CONSULTING FIRMS

Louis Harris and Associates, Inc.
New York, New York
Griffenhagen-Kroeger, Inc.
San Francisco, California
Greenleigh Associates, Inc.
New York, New York
Organization Development Services
Sacramento, California

ADVISORS

Nathan Ed. Acree
Executive Secretary
Division of Research and Demonstration Grants, Social and Rehabilitation Service
Department of Health, Education and Welfare
Washington, D. C.

Myrl Alexander
Director
Bureau of Prisons
Department of Justice
Washington, D. C.

Albert Henry Aronson
Director
Office of State Merit Systems
Department of Health, Education and Welfare
Washington, D. C.

Henry M. Aronson
Project Director
VERA Institute of Justice
Manhattan Court Employment Project
New York, New York

John R. Barry
Consultant for Research
Office of Rehabilitation Services
State Department of Education
Atlanta, Georgia

Susan R. Beach
Supervising Psychiatric Nurse
Seneca County Mental Health Clinic
Waterloo, New York

Loren A. Beckley
Chief Probation Officer
San Mateo County Probation
Belmont, California

Dill D. Beckman
Director
South Carolina State Agency of Vocational Rehabilitation
Columbia, South Carolina

Percy B. Bell
Director
Federal Offender Rehabilitation Program
Seattle, Washington

Robert L. Bennett
Former Commissioner
Bureau of Indian Affairs
Washington, D. C.

George Beto
Director
Texas Department of Corrections
Huntsville, Texas

John B. Bindl
Director of Probation
Probation Department
D. C. Court of General Sessions
Washington, D. C.

John O. Boone
Director
Project on the Administration of Justice
Southern Regional Council
Atlanta, Georgia

Allan Breed
Director
California Youth Authority
Sacramento, California

James R. Burress
Regional Commissioner
Social and Rehabilitation Service
Department of Health, Education and Welfare
Denver, Colorado

William Carmack
Assistant Commissioner for Community Services
Bureau of Indian Affairs
United States Department of the Interior
Washington, D. C.

Robert M. Carter
Division of Research
Department of Institutions
Olympia, Washington

The Reverend Dr. Henry Cassler
Secretary
Department of Institutional Chaplaincy and Clinical Pastoral Education
Lutheran Council in the U.S.A.
New York, New York

Richard A. Chappell
Assistant Professor
Institute of Government
University of Georgia
Atlanta, Georgia

Thomas S. Chittenden
Director
Bronx Sentencing Project
VERA Institute of Justice
New York, New York

Ed Cohen
Bureau of Work Programs
U. S. Department of Labor
Washington, D.C.

Beulah Compton
Associate Professor
School of Social Work
University of Minnesota
Minneapolis, Minnesota

John P. Conrad
Chief
Center for Research in Crime Prevention and Rehabilitation of the Offender
National Institute of Law Enforcement and Criminal Justice
Washington, D.C.

Milton K. Davis
Research Director
Alcoholic Offender Rehabilitation Project
Portland, Oregon

Frank Dell'Apa
Director, Juvenile Delinquency Programs
Western Interstate Commission for Higher Education
Boulder, Colorado

Donald Dodge
Deputy Director
Operations and Technical Assistance
Model Cities Administration
Department of Housing and Urban Development
Washington, D.C.

Richard C. Ericson
Executive Director
Correctional Service of Minnesota
Minneapolis, Minnesota

Arthur E. Fink
Professor
School of Social Work
University of North Carolina
Chapel Hill, North Carolina

William Flanigan
Executive Secretary
National Advisory Council on Correctional Manpower and Training
Social and Rehabilitation Service
Department of Health, Education and Welfare
Washington, D.C.

William Flood
Secretary
Department of Chaplaincy Services
American Baptist Home Mission Societies
Valley Forge, Pennsylvania

Gertrude E. Flynn
Professor
School of Nursing
State University of New York at Buffalo
Buffalo, New York

William L. Frederick
Eastern Regional Director
Council of State Governments
New York, New York

James F. Garrett
Assistant Administrator
Office of Research Demonstration and Training
Social and Rehabilitation Service
Department of Health, Education and Welfare
Washington, D.C.

Howard B. Gill
Director
Institute of Correctional Administrators
The American University
Washington, D.C.

Jeffrey E. Glen
Associate Counsel
National Council on Crime and Delinquency
New York, New York

Gene Godley
Administrative Assistant
Office of Senator Yarborough
Washington, D.C.

W. A. Goldberg
Associate Professor
School of Police Administration and Public Safety
Michigan State University
East Lansing, Michigan

Shirley Gordon
Director
Research and Statistics Department
American Nurses' Association
New York, New York

John J. Gott
Training Inspector
Department of Corrections
Wilmington, Delaware

Chaplain David Gregory
Protestant Chaplain Superintendent
Childrens Center
Laurel, Maryland

Charles Hagan
Assistant Director
Bureau of Prisons
Washington, D.C.

Tom V. Hageman
Director of Education
Missouri Department of Corrections
Jefferson City, Missouri

John C. Hazlet
Assistant Director of Penal Institutions
Office of Director of Penal Institutions
Topeka, Kansas

James J. Hodge
School of Social Work
University of Houston
Houston, Texas

Margaret Hoffman
Chief
Social Service and Corrections Personnel Section
National Institute of Mental Health
Chevy Chase, Maryland

Leonard F. Horan
Director of Correctional Training
Department of Correction
Albany, New York

Arnold J. Hopkins
Regional Director, North Central States
Law Enforcement Assistance Administration
Washington, D.C.

Paul Kalin
Midwestern Director
National Council on Crime and Delinquency
Homewood, Illinois

George G. Killinger
Director
Institute of Contemporary Corrections and the Behavioral Sciences
Sam Houston State University
Huntsville, Texas

Keith J. Leenhouts
President and Executive Director
Project Misdemeanant Foundation, Inc.
Royal Oak, Michigan

Annette S. Lefkowitz
Director
School of Nursing
Northern Illinois University
DeKalb, Illinois

George Letchworth
Assistant Professor
College of Education
University of Oklahoma
Norman, Oklahoma

John D. Lillywhite
Professor of Sociology
Washington State University
Pullman, Washington

Wallace Mandell
Restoration of Youth Through Training
Wakoff Research Center
Staten Island Mental Health Society
Staten Island, New York

Merlyn Matthews
Research Director
Federal Offenders Rehabilitation Program
Division of Vocation Rehabilitation
Seattle, Washington

Tully McCrea
Western Director
National Council on Crime and Delinquency
San Francisco, California

C. Boyd McDivitt
Deputy Director
Office of Probation for the Courts of New York City
New York, New York

Roslyn G. McDonald
Deputy Director, Research and Planning
New York State Executive Department
State Division for Youth
New York, New York

George F. McGrath
Commissioner of Correction
Department of Correction
New York, New York

Ben S. Meeker
Chief Probation Officer
U. S. District Court
Chicago, Illinois

Herbert S. Miller
Deputy Director
Institute of Criminal Law and Procedure
Georgetown University Law Center
Washington, D.C.

J. Eldon Mincks
Chief Probation Officer
U. S. Probation—Parole Office
Seattle, Washington

H. G. Moeller
Assistant Director
Community Service Division
U. S. Bureau of Prisons
Washington, D.C.

M. Robert Montilla
Director
Model Community Correctional Program
Institute for the Study of Crime and Delinquency
Sacramento, California

Barbara Moriarty
Project Analyst
Division of Research and Demonstration Grants
Social and Rehabilitation Service
Department of Health, Education and Welfare
Washington, D.C.

Albert Morris
Professor Emeritus
Sociology Department
Boston University
Boston, Massachusetts

R. A. Mulligan
Head
Department of Public Administration
University of Arizona
Tuscon, Arizona

J. E. Murphy
Director
Federal Youth Center
Ashland, Kentucky

Richard Myren
Dean and Professor
School of Criminal Justice
State University of New York at Albany
Albany, New York

Sherwood Norman
Director
Youth Correction Services
National Council on Crime and Delinquency
New York, New York

Ennis J. Olgiati
Associate Director
VERA Institute of Justice
Manhattan Court Employment Project
New York, New York

Claude Pangborn
Program Observer
Federal Offenders Rehabilitation Program
Seattle, Washington

Glen C. Petty
Deputy Chief
Narcotic Addict Rehabilitation Branch
Division of Narcotic Addiction and Drug Abuse
National Institute of Mental Health
Chevy Chase, Maryland

Edwin Powers
Research Consultant
Massachusetts Correctional Association
Boston, Massachusetts

George Pownall
Associate Professor
Sociology and Anthropology Department
Kent State University
Kent, Ohio

Arthur T. Prasse
Commissioner of Correction
Department of Justice
Bureau of Correction
Camp Hill, Pennsylvania

Donald Rademacher
Southern Regional Director
National Council on Crime and Delinquency
Austin, Texas

Catherine V. Richards
Special Consultant to the Chief
Children's Bureau
Social and Rehabilitation Service
Department of Health, Education and Welfare
Washington, D.C.

Donald Rinehart
Director of Training
Corrections Division
Salem, Oregon

Manuel Rodriguez
Program Developer
New Careers Development Organization
Oakland, California

Will Rogers, Jr.
Consultant
Bureau of Indian Affairs
U. S. Department of the Interior
Washington, D.C.

Jack Rollow
Coordinator of Research and Grants
Georgia State College
Atlanta, Georgia

Daniel Rubenstein
Associate Director
Manhattan Court Employment Project
VERA Institute of Justice
New York, New York

Sol Rubin
Counsel
National Council on Crime and Delinquency
New York, New York

Chaplain Luther Saltzgiver
Pastor Superintendent
National Lutheran Home for the Aged
Washington, D.C.

Chaplain Mark Shedron
Protestant Chaplain
Federal Youth Center
Englewood, Colorado

Frederick R. Silber
Supervising Chaplain
Bureau of Prisons
Washington, D.C.

Reverend John I. Smith
President
Association for Clinical Pastoral Education
New York, New York

Merrill A. Smith
Chief
Division of Probation
Administrative Office of the United States Courts
Washington, D.C.

James D. Stinchcomb
Consultant in Public Service Education
American Association of Junior Colleges
Washington, D.C.

Jules M. Sugarman
Acting Chief
Children's Bureau
Department of Health, Education and Welfare
Washington, D.C.

Mary Switzer
Administrator
Social and Rehabilitation Service
Department of Health, Education and Welfare
Washington, D.C.

John Taft
Chief of Research and Training
Department of Corrections
Montpelier, Vermont

Willis O. Thomas
Eastern Regional Director
National Council on Crime and Delinquency
New York, New York

Robert E. Trimble
Assistant to the Director
National Council on Crime and Delinquency
New York, New York

John A. Troike
Chairman
Illinois Youth Commission
Springfield, Illinois

Robert D. Trujillo
Director
Department of Probation Services
Denver County Court
Denver, Colorado

William M. Usdane
Chief
Division of Research and Demonstration Grants
Social and Rehabilitation Service
Department of Health, Education and Welfare
Washington, D.C.

Dyrck van Duyl
Manpower Program Planning Officer
Bureau of Prisons
Washington, D.C.

Albert Wahl
Chief
Northern California District Office
Federal Probation
San Francisco, California

Louie L. Wainright
Director
Florida Division of Corrections
Tallahassee, Florida

Glen K. Wallace
Director of Educational Planning
State Department of Education
Oklahoma City, Oklahoma

Frederick Ward, Jr.
Director
Division of Research and Special Services
National Council on Crime and Delinquency
New York, New York

Thomas G. Webster
Chief
Continuing Education Branch
Manpower and Training Programs
National Institute of Mental Health
Chevy Chase, Maryland

James West
Director
Vocational Rehabilitation
Department of Public Welfare
Oklahoma City, Oklahoma

Joseph White
Dean, Undergraduate Studies
San Francisco State College
San Francisco, California

Garland Wollard
Director of Education
Bureau of Prisons
Washington, D.C.

APPENDIX VI

Sources of Private Financial Support

American Legion Child Welfare Foundation
Association of Juvenile Compact Administrators
Association of Paroling Authorities
American Correctional Chaplain's Association
American Nurses' Association, Inc.
Marion R. Ascoli Fund
Aluminum Plumbing Fixture Corporation
American Judicature Society
American Society of Criminology
The Bank of California, National Association
Bear Manufacturing Company, Rock Island, Illinois
Barbara Bernard
Correctional Service Foundation, USA
Correctional Education Association
Correctional Industries Association
Crown Zellerbach Foundation
Federal Probation Officers Association
First National Bank, Rock Island, Illinois
Ford Foundation
Georgia Pacific Corporation
Hochschild Fund, Inc.
Indiana Correction Association
Institute for the Study of Crime and Delinquency
Melvin McKay, Rock Island, Illinois
Middle Atlantic States Conference of Correction
National Association of Training Schools
National Association for Training
The National Association of Training Schools and Juvenile Agencies
National Council on Crime and Delinquency
National Council of Jewish Women, Inc., Louisville Section
National Council of Juvenile Court Judges
National Society of the Volunteers of America
New York Foundation
Ohio Probation and Parole Association
Oregon State Board of Higher Education
The Osborne Association
Parole and Probation Compact Administrators Association
Pennsylvania Association of Probation, Parole and Correction
Mr. and Mrs. Ernest Papanek
Ben H. Potter, Rock Island, Ill.
Puerto Rican Cement Company
Rockefeller Brothers Foundation
Rock Island Bank and Trust Company
Smith, Kline and French Foundation
United States National Bank of Oregon
The United States Jaycees
Women's Correctional Association
Warden's Association of America

The Joint Commission on Correctional Manpower and Training, incorporated in the District of Columbia, consists of 95 national, international, and regional organizations and public agencies which have joined together to address one of the most serious social problems of our day: How to recruit and retain enough trained men and women to increase correctional effectiveness and thus reduce the incidence of crime and delinquency in the United States.

Recognizing the importance of this problem, the Congress in 1965 passed the Correctional Rehabilitation Study Act, which authorized grants through the Social and Rehabilitation Service, Department of Health, Education, and Welfare, for a broad study of correctional manpower and training. The Joint Commission has been funded under this Act and through grants and contributions from private foundations, organizations, and individuals.

THE STAFF

Garrett Heyns
Executive Director

Rudy Sanfilippo
Associate Director

Benjamin Frank
Program Director

F. Lovell Bixby
Staff Consultant

Roma K. McNickle
Editor

Edward T. Magoffin, Jr.
Controller, Director of Legal Studies

Jo Wallach
Task Force Director

Alice Maxwell
Assistant Task Force Director

Wallied Mamlouk
Accountant

Mary Sawyer
Research Associate

Deanna Wieman
Administrative Assistant

Lu Anne Spencer
Research Assistant

Judith Stopek
Research Assistant

Audrey Degutis
Secretary

Paula Hemphill
Secretary

Michael Moore
General Assistant

The Joint Commission wishes to acknowledge the contribution made by a number of former staff members:

William T. Adams
Robert Allen
Dean Babst
Stephen Bulfinch
Jay Campbell
Joseph Cannon
Margaret Dietrich
Larry Dye
Robert Fosen
John Galvin
Merritt Gilman (Deceased)
Florence Goodman
Paul Green
Ralph Gutekunst
David Halferty
Martha Haller
Gene Hough
Loren Karacki
Barbara Kay
Lillian Kharasch
Sam Kramer
Diane Long
James Lynch
William Meredith
Richard Minkoff
Nick Pappas
Charles Prigmore
Dale Sechrest
Keith Stubblefield
Adrienne Weir
Beverly Zlotshewer

Publications of the Joint Commission on Correctional Manpower and Training

Final Report: A TIME TO ACT

Supporting Documents:

Staff Reports:
Perspectives on Correctional Manpower and Training
Manpower and Training in Correctional Institutions

Research Report:
Developing Correctional Administrators

Seminar Reports:
Differences That Make the Difference
Targets for In-Service Training
Research in Correctional Rehabilitation
Offenders as a Correctional Manpower Resource
Criminology and Corrections Programs

Survey Reports:
The Public Looks at Crime and Corrections
Corrections 1968: A Climate for Change
Volunteers Look at Corrections

Consultants' Papers:
The Future of the Juvenile Court: Implications for Correctional Manpower and Training
The University and Corrections: Potential for Collaborative Relationships
The Legal Challenge to Corrections: Implications for Manpower and Training

Photographs courtesy of:
Los Angeles County Probation Department,
Los Angeles, California
San Mateo County Probation Dept.,
California
New York State Division for Youth, Albany, New York
City of Fairfax, Virginia
Washington Convention and
Visitors Bureau

Library of Congress Card Number 73-99165

This volume designed and printed by
Sowers Printing Company, Lebanon, Pa.